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Joint Committee on Methods
of Preventing Delinquency

Publication No. 5

Publications of the Joint Committee on Methods of Preventing Delinquency

50 East 42d Street, New York City

1. The Commonwealth Fund Program for the Prevention of Delinquency. A descriptive pamphlet. 16 pages.
2. Three Problem Children. Narratives from a Child Guidance Clinic. 146 pages. $1.00.
3. Some Extra-Curricular Problems of the Classroom. Bernard Glueck, M.D. 16 pages.
4. The Problem Child in School. Narratives from Case Records of Visiting Teachers. Mary B. Sayles. With a Statement on the Purpose and Scope of Visiting Teacher Work, by Howard W. Nudd. 288 pages. $1.00.
5. The Visiting Teacher Movement. With Special Reference to Administrative Relationships. Julius John Oppenheimer, Ph.D. Second Edition. 206 pages. 75 cents.
6. The Visiting Teacher in Rochester. Mabel Brown Ellis. 204 pages. 75 cents.
7. Directory of Psychiatric Clinics for Children. 100 pages. 50 cents.

The above publications are issued under the auspices of the Commonwealth Fund Program for the Prevention of Delinquency. A statement concerning the Program will be found on page 205.

THE VISITING TEACHER MOVEMENT

WITH SPECIAL REFERENCE TO
ADMINISTRATIVE RELATIONSHIPS

BY
JULIUS JOHN OPPENHEIMER, Ph.D.

SECOND EDITION

REPRINTED FOR THE
PUBLIC EDUCATION ASSOCIATION
OF THE CITY OF NEW YORK

NEW YORK
JOINT COMMITTEE ON METHODS
OF PREVENTING DELINQUENCY
1925

PREFACE TO SECOND EDITION

THE Joint Committee on Methods of Preventing Delinquency is glad to undertake the publication of a second edition of Dr. Oppenheimer's study of the visiting teacher movement. As explained in the foreword, this study was first printed in May, 1924, by the Public Education Association of the City of New York in the belief that it would contribute effectively to the widening of interest in the work of the visiting teacher. Demonstrations of such work in thirty communities throughout the United States are being conducted under the leadership of the National Committee on Visiting Teachers, which was organized by the Public Education Association to administer one of the four divisions of the Commonwealth Fund Program for the Prevention of Delinquency. When a general demand for Dr. Oppenheimer's book continued after the exhaustion of the first edition, arrangements were made for the printing of this new edition by the Joint Committee on Methods of Preventing Delinquency, which is the division of the Commonwealth Fund Program especially charged with the preparation of publications resulting from or related to the work of the Program. An outline of the organization, scope, and activities of the Program as a whole will be found at the end of the volume.

GRAHAM ROMEYN TAYLOR, *Executive Director*
Joint Committee on Methods of Preventing Delinquency.

April, 1925.

FOREWORD

DR. OPPENHEIMER'S study of the visiting teacher in the United States approaches the subject from a new angle. For the first time a survey of the field has been made primarily from the point of view of the educator, whose insight into the visiting teacher's functions and whose thoughtful coöperation in her daily work are most essential.

Numerous reports and articles regarding visiting teacher work have been published since its inception eighteen years ago, but for the most part they have been written by those actually in the work or in intimate contact with it. In addition to several shorter articles, the Public Education Association has published two comprehensive reports* on the subject and has had published, through The Macmillan Company, a volume† on the grading of children in one of the largest public schools in New York City, in connection with which the visiting teacher rendered an important service. Dr. Oppenheimer's study, which was prepared as a doctor's dissertation at Teachers College, Columbia University, is a logical and valuable supplement to these publications.

As Dr. Oppenheimer points out repeatedly in the text, it is but natural in a new field, particularly when that field deals with educational and social problems, that there should be considerable divergence in practice in the different communities in which the work is conducted. However, one fact stands out clearly

* *The Visiting Teacher in New York City*—by Harriet M. Johnson, of the staff of the Public Education Association, 1916.

The Visiting Teacher in the United States—by the National Association of Visiting Teachers and Home and School Visitors. First edition, 1921; second edition, 1923.

† *Fitting the School to the Child*—by Elisabeth A. Irwin, psychologist of the Public Education Association, and Dr. Louis A. Marks, formerly Principal of Public School 64, Manhattan, New York City, 1924. The Macmillan Company.

in this study. Whether one considers the data compiled from the visiting teachers' case records or the opinions of the various judges whose ideas were sought, the fundamental purposes of the work are generally understood and the need for the service is universally recognized.

The danger is that in introducing the work in a new community an attempt may be made, for economy's sake or through lack of insight, to kill two birds with one stone by loading up the visiting teachers with cases which belong to the nurse, the attendance officer, or other school agent. When this is done, the work in these other fields may be "socialized" in a way that is highly desirable, but as such cases usually require immediate attention for administrative or legal reasons, the visiting teacher is frequently restrained from devoting the time to problems of scholarship and behavior in their early stages which the constructive nature of her service in the field of prevention requires. Dr. Oppenheimer has pointed this out so well that no further comment is necessary here.

In publishing this study, the Public Education Association is concerned primarily in stimulating a still wider interest in the visiting teacher. Many of the statements, opinions and suggestions given in the text are naturally of a debatable character. They all serve as thoughtful incentives to discussion, however, and it is because of this fact that the Association is particularly pleased to include Dr. Oppenheimer's survey in its series of publications.

The Association was one of the pioneers in visiting teacher work, having maintained a staff in the New York City schools since 1907. Its demonstrations led to the official adoption of the work by the Board of Education in this city in 1913. Since then, while the staff of the public schools has steadily grown in numbers, the Association has maintained several visiting teachers of its own, who, in coöperation with the school officials, have worked along special lines in the field.

In November, 1921, the Association was invited by the Commonwealth Fund to conduct a number of demonstrations of visiting teacher work as part of the Fund's program for the prevention of delinquency. At the present time, through the

National Committee on Visiting Teachers, which was organized for this purpose, the Association has visiting teacher demonstrations in operation in thirty communities in different parts of the United States.* These demonstrations are carried on through the boards of education, under the general supervision of the superintendents of schools but with technical supervision by the executive staff of the National Committee. The Committee pays two-thirds of the salaries and the local boards one-third. The communities, which include cities, towns and rural counties, have been selected with a view to securing as wide a variety as possible of social, industrial and educational situations, since the aim of the program is to provide a body of concrete data and practical experience which will enable communities generally to adapt the work properly to local conditions.

The underlying purpose of the Association has thus been, from the beginning, not only to demonstrate what the fundamental aims and methods of visiting teacher work are, but also to stimulate a thorough consideration of the problems involved in conducting it in various types of communities. As has been said, Dr. Oppenheimer's study of the nation-wide field from the point of view of the educator adds materially to the achievement of this purpose.

The Association extends its thanks to Dr. Oppenheimer for his helpful contribution, to Dr. Strayer and Dr. Engelhardt, of Teachers College, Columbia University, for suggesting that it be included in the series of the Association's publications, and to the Commonwealth Fund, whose generous financial assistance has made possible this as well as other valuable contributions to the subject.

Howard W. Nudd, *Director*
Public Education Association of the City of New York

May, 1924.

* For the list of these communities see page 11.

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ACKNOWLEDGMENTS

THIS study was begun under the direction of Dr. G. D. Strayer and was completed under the guidance of Dr. N. L. Englehardt, of Teachers College, Columbia University. The author gratefully acknowledges the advice and encouragement of these two. Doctors W. H. Kilpatrick, E. S. Evenden, and J. C. Morrison also gave valuable suggestions in the preparation of the study.

The author is under obligation to a large number of visiting teachers throughout the country who very graciously furnished case records and answered a long inquiry. Among these he must mention: Miss Emma Case; Miss Anna B. Pratt; Miss Adelaide Jesse; Miss Isabel Frush; and Mrs. Lingenfelter. Without the constant coöperation of the visiting teacher staff of the Public Education Association (New York City) this investigation could not have been made. He is especially indebted to Mr. Howard W. Nudd and Miss Jane Culbert.

The author would be negligent if he did not acknowledge the help of his wife, Florence Greer Oppenheimer, who assisted him in the collection and tabulation of data.

His thanks are also due Miss Laura Searcy, of Columbia, Mo., who read the manuscript.

J. J. O.

ONONDAGA HEALTH ASSOCIATION
327 Montgomery Street,
SYRACUSE, N. Y.

INTRODUCTION

THE Visiting Teacher Movement has been in existence for seventeen years. During that time it has grown steadily both in respect to the number of workers and to the expansion of functions. Since 1914 Boards of Education through their superintendents have been interested in the utilization of this service in the work of the schools. The interest which the Commonwealth Fund has taken in the movement as a part of its program for the prevention of juvenile delinquency is increasing the interest throughout the country. The growing interest on the part of school administrators and the need for greater uniformity in visiting teacher work have been the chief considerations in making this study.

The visiting teacher, as used in this study, is a worker in the school organization who has for her chief function the removal and prevention, as far as possible, of those handicaps of school children which are the result of their social environment. She has the coöperation of the child himself, of the teacher and other school workers, of the parents, and of community agencies. She is not the home teacher who gives regular class instruction in the home; she is not the Americanization teacher who gives instruction in English to foreign mothers; and she is not the helping teacher who acts as an instructor or supervisor in methods of teaching.

The purpose of this study is to consider the place in the school organization for the visiting teacher; to show the relationships which exist between the visiting teacher and other school agents; to determine a group of functions which should be peculiar to this service; to show the relationship of this service to the purposes of the school; to evaluate its importance to improvement in scholarship; and to outline the qualifications and training necessary for this type of educational service.

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CHAPTER I

THE DEVELOPMENT OF THE VISITING TEACHER MOVEMENT

Origin and Early Development, 1906–1914

PRIVATE citizens and organizations interested in the advancement of public education were instrumental in the introduction of visiting teacher service. Like other innovations in the school organization and curriculum, such as medical inspection, mental examinations, and manual training, visiting teacher work was first intended for the benefit of the less fortunate children in schools which were in the poorer sections of the city. In a similar fashion the service is being extended to benefit the normal and the more favored children of the better schools.

Social settlements established the work in New York and Boston in the autumn of 1906. Hartley House and Greenwich House in New York City assigned two visitors to three school districts. The work was under the supervision of representatives from these two settlements and from Richmond Hill House and College Settlement.

One of the leading spirits in this new movement was Miss Mary Marot, a teacher who had for many years been interested in the social aspects of education and the opportunities for educational work of far-reaching consequence through the social outlook of the school. While a resident of Hartley House she undertook to study the educational needs of some settlement children and to bring about a closer coöperation between the home and the school, in their behalf. The Public Education Association became interested in the movement in January, 1907, when the Visiting Teacher Committee, at its request, became a Committee of the Public Education Association.

The constant insistence upon her idea has been one of the dominant policies of the visiting teacher staff ever since. In the following October (1907) the Public Education Association employed Miss Jane Day as visiting teacher. For some time Miss Day had been working with Miss Julia Richman, the first woman District Superintendent in New York City, and both had seen the need of the schools to know more about the home and environmental life of children if the schools were to succeed in realizing adequately their educational ideals.

From that time on the staff was increased from time to time until, in 1911–12, seven were employed and the work had been established from the lower East and West to the middle East and West sides.*

Throughout this period the Association was very active in giving publicity to the movement and in attempting to get the Board of Education to introduce the work into the public schools. Mrs. Nathalie Henderson Swan, Chairman of the Public Education Association's Committee on Visiting Teachers, prepared a comprehensive report on their work and presented it to Superintendent Maxwell. This was published in his Thirteenth Annual Report. Superintendent Maxwell favored the movement and after further demonstration for two years the Board of Education secured funds to establish the work (1913).

During this period of development the outstanding characteristics of the Public Education Association policies were: (1) to maintain high standards of qualification for their visiting teachers; (2) to regard the individual child; (3) to follow the methods of social workers to a large extent; (4) to concentrate upon general visiting teacher service in various schools; (5) to emphasize the development of community centers and mothers' clubs within the school; (6) to strive for adoption of the work by the Board of Education through a campaign of publicity and personal work. The influence of the social settlement was very strong during this period both in respect to the type of methods used and in respect to the development of social centers in the schools.

* Flexner, Mary: *Report of the Visiting Teachers, 1911–1912*, p. 3, and Johnson, Harriet: *The Visiting Teacher in New York City*, p. vii.

Boston has had a different type of development, although the social service motive was dominant in the beginning. In November, 1907, the Woman's Education Association established a home and school visitor in the Winthrop School for the following reasons: "Lack of understanding between school and home often results in loss, sometimes in serious injustice to the child, but under present conditions it is difficult for busy mothers to visit the school, and the large-sized classes make it almost impossible for teachers to know the homes. To meet this difficulty a sub-committee of the Woman's Education Association has employed a social worker in the Winthrop School district, and she has attempted by working in both home and school to bring about greater harmony between the two and so make more effective the education of the child."*

In the same year The West End Neighborhood Association employed a school visitor for their school district. The Boston Home and School Association placed visitors in the North end and in the Roxbury districts two years afterward. Immediately after that time, settlements provided schools in their districts with members of their staffs for home and school visiting. In 1923 seven elementary schools and two high schools were provided with school visitors.†

The visiting teacher service in Boston has the following characteristics: (1) there has been no centralization of organization—the work has been carried on by social settlements and neighborhood associations; (2) most of the emphasis, especially in the elementary school, has been on the social service phase; (3) the work has been carried on in an informal and conservative manner; (4) little effort has been made in regard to securing its adoption by the public school system; and (5) not much has been done to standardize the methods of work except through informal conferences.‡

* *Report of the Home and School Visitor*, Winthrop School District, Boston, 1908, page 1.

† Letter from Miss Elizabeth Ely, Boston, Mass., March 24, 1923. Hale, Elizabeth: *Home and School Visitor in High School*, paper presented at National Conference, Boston, 1922.

‡ Recorded interview with Mrs. Richard M. Staigg, Local Association in Bowdoin School, Boston, September 11, 1914. Manuscript in office of Pubic Education Association, New York.

Dr. Dawson, Director of the Psychological Clinic in Hartford, Connecticut, started the visiting teacher work in connection with the Henry Barnard school in 1907. The visiting teacher, who was first called a "special" teacher, assisted the psychologist in securing the history of children and in carrying out the recommendations of the clinic in regard to social service, physical treatment, or school adjustment.

The first work done in Philadelphia was undertaken by workers from a settlement maintained by the Child Welfare Committee of the Friends' Quarterly Meeting. A little later (1909) the Juvenile Aid Society and the Juvenile Protective Association employed a man to do home investigating in connection with the Bureau of Compulsory Education; in 1910 a visitor was placed in the Durham School (negro) by the Armstrong Association. Nothing intensive was done in this city until the work was undertaken by the White-Williams Foundation in 1916.

Visiting teacher work in Worcester, Massachusetts, has been carried on by Miss Dixon, who has had the title of Supervisor of Attendance. This title was given to the workers in compliance with a state law. Miss Dixon began her home and school visiting in 1910. She has carried on all types of school adjustment work and has aided in the development of other auxiliary services, particularly those of the nursing staff and the psychological clinic.*

With the exception of Hartford and Worcester, the visiting teacher work has been carried on by private enterprise. In the beginning each project was independent. Efforts were made to convince Boards of Education of the value of the service. Social work, with some emphasis on community center work, was the dominating characteristic, except with the visitors of the Public Education Association (New York). Their emphasis was mainly educational.

Period of Adoption, 1914–1921

During the period from 1913–1921 Boards of Education in various parts of the country began to adopt visiting teacher work. Adoptions were not numerous nor was all visiting teacher

* *Reports of the Superintendent of Schools*, Worcester, Mass., 1912–1918.

work under the control of public enterprise. In nearly all cases the influence of the visiting teacher work of the Public Education Association of New York can be traced.

Rochester began visiting teacher work in September, 1913. The following statement gives the purpose of the new work: "The appointment of Miss Emma G. Case as visiting teacher is the first step in an attempt to meet a need of which the school system has been conscious for some time. It is an undisputed fact that in the environment of the child outside of school are to be found forces which will oftentimes thwart the school in its endeavors. While this has long been recognized, yet the effort to remedy such counteracting conditions, as far as possible, has not come to be regarded as an established function of the public school. The appointment of a visiting teacher is an attempt on the part of the school to meet its responsibility for the whole welfare of the child. There are few of the children in our schools who are suffering through the wilful neglect and abuse of parents. Whatever suffering comes for which the home is responsible, comes largely through ignorance and necessity. It will be the function of the visiting teacher to enlighten and aid in relieving. Her field will be restricted to girls. Her aim will be to secure maximum coöperation between the home and the school."* In 1920 the Department of Visiting Teachers was created with Miss Case as director. The work now includes both boys and girls.

Visiting teacher service was made a part of the New York City school system in February, 1913, through the appointment of four workers in the grades and two workers in the Department of Ungraded Classes. The following year two new visiting teachers were added to the staff. Each year since that time the superintendent has requested the appointment of seventeen additional visiting teachers. In 1922 the Board of Estimate allowed appropriation for nine. Efforts were made to increase the force, to secure definite requirements for the service, to provide smaller working districts for visiting teachers and to secure better salaries. The work has been enthusiastically received and supported by district superintendents and school principals.

* *56th Report of the Board of Education*, Rochester, N. Y., 1911, 1912, 1913.

Because of the great demand for their services the Board of Education's visiting teachers have done extensive work and, therefore, have a great many more cases than has any other group of visiting teachers. The relationships of this group with those under the direction of the Public Education Association have been most cordial, and they have labored together for the advancement of the work throughout the nation.*

The introduction of the school counselor in Philadelphia during this period was one of the significant elements in the development of the movement. The White-Williams Foundation was formerly the Magdalen Society, which was organized in 1800 for the purpose of caring for delinquent and wayward girls. By 1916 the society had outgrown its original purpose, for its work had been taken over by city agencies.

After a careful survey of the visiting teacher and child welfare work in New York, Boston, and Chicago, the society decided, with the approval of the superintendent of schools, Dr. Garber, to take up the study of delinquency in the public schools. The work was begun in the Bureau of Compulsory Education, where girls came to get working certificates (June, 1917). This work developed into vocational counseling. Later, through the aid of the White-Williams Foundation, the Junior Employment Service, which had been established by the United States Government during the war, was taken over by the Board of Education. Very soon it became evident to the Foundation that there was need of educational guidance in the child's life before vocational advice could be effective. Consequently, school counseling (which has all of the visiting teacher functions) was established in schools and grades of various types. An interesting specialization has been that of scholarship counselors who aid children who are about to drop out of school, by supplying scholarships and the necessary follow-up.

The latest phase of work which the Foundation has undertaken is that of offering a short course in "Social Work in the Schools" for teachers and principals.

Some of the outstanding characteristics of the six years' work

* *17th Annual Report* of Superintendent of Schools, *Reports on Special Classes*, New York City, p. 108.

of the White-Williams Foundation are: (1) a high quality of visiting teacher service within the schools, with emphasis on vocational guidance; (2) a number of special studies in school counseling, delinquency, and junior employment; (3) diversity of types of counseling in regard to types of schools and grades; (4) supervision of counselors financed by a number of independent organizations; (5) development of a training department which affects principals, teachers, and attendance officers; (6) adoption by the Board of Education of a number of the projects worked out by the White-Williams Foundation.

The aim of the Foundation is: "To act as a laboratory for the public schools in determining through social case work the kind of children who need social, educational, and vocational guidance; how and when it should be given to these children in their progress from the kindergarten through trade or high school, into industry, business, or profession, and how this work should be fitted into the public schools so that ultimately it may be adopted by the Board of Education for all the schools."*

The activities of women's clubs, neighborhood associations, and private citizens were effective in establishing visiting teacher service in a number of cities which were distributed more widely than in the previous period. A number of large cities and smaller communities in the Middle West took up the movement. The Chicago Woman's Club, influenced by the developments in New York City, established the visiting teacher work in Chicago in March, 1916. Under its direction the work was demonstrated to the Board of Education and three visiting teachers were appointed in the fall of 1919. This club was very much interested in the organization of the Vocational Guidance Bureau and the Employment Certificate Bureau (under which the visiting teachers were placed) and in the establishment of the School Children's Aid Society, which supplies clothing and shoes to indigent school children.

The work in Chicago is very similar to that of New York and Rochester, with the exception that the visiting teachers do some

* White-Williams Foundation: *129th Annual Report, 120th Annual Report, Five Years' Review for the Period Ending December 31, 1921.*

vocational counseling and coöperate very closely with that bureau.*

Private citizens were instrumental in the establishment of this new service in Kansas City (1915) and in Minneapolis (1916). Again the New York visiting teacher program furnished the plan of work. Mr. William Volker, a philanthropist and a member of the Board of Education, with the encouragement of the Superintendent of Schools, financed the Kansas City project for two years, after which it was taken over by the Board of Education. The visiting teacher worked in all the schools of the city.† In Minneapolis, Miss Caroline Crosby started the experiment in the Adams School by giving her service as a visiting teacher and financial assistance. In 1918 the Board of Education, convinced of the practical value of the service, adopted the program.‡ Through the efforts of Mrs. Joseph Lee the home visitor was established in the Girls' High School in Boston (1914).

Boards of Education instituted visiting teacher work in grade and high schools during this period. Newton, Massachusetts; Mount Vernon, New York; Utica, New York; Mason City, Iowa; Fargo, North Dakota, were among the number. High school visiting teachers (generally called high school counselor, or chairman of the welfare committee) were appointed in Harrisburg, Pennsylvania; Louisville, Kentucky; Newark, New Jersey; Kansas City, Missouri; Minneapolis, Minnesota; and Wichita, Kansas.

The Public Education Association of New York City maintained a staff of visiting teachers in the schools in order to demonstrate the work and to perfect the technique employed in

* Brown, C. A. Report of Principal of Jones School to Superintendent of Schools, 1915–1916. Typewritten manuscript.
Chicago Woman's Club: *The Visiting Teacher in Chicago Public Schools*, 1917–1918.
Chicago Woman's Club Bulletin, February, 1920, pp. 205–208.
First Annual Report of Visiting Teachers in Chicago Public Schools, 1919–1920. Typewritten manuscript.

† Report of visiting teacher to superintendent of schools, Kansas City, 1916–1917.

‡ Letter from Mr. N. H. Hegel, Director of Attendance and Research, February 23, 1923.

this service. A number of studies was made by visiting teachers or with their assistance by the Association.*

The visiting teacher staff was primarily responsible for the establishment of a National Association of Home and School Visitors and Visiting Teachers. Their efforts have done much to promote the matter of numbers and of professional growth. In 1921 when the Association was about to discontinue the visiting teacher program in the City of New York—since the public school visiting teacher program seemed well established—the Commonwealth Fund requested the continuance of the service as a part of its program for the prevention of juvenile delinquency. The National Committee on Visiting Teachers, affiliated with the Public Education Association, was organized to carry out this plan.

The general characteristics of this period (1913–1921) are: (1) expansion of the movement into the Middle Western states; (2) more general adoption of the work by Boards of Education; (3) influence of the experiments carried on by the Public Education Association; (4) emphasis upon educational aspects (scholarship and vocational guidance); (5) beginnings of a national professional association; (6) introduction of visiting teacher service in junior and senior high schools.

Period of Expansion, 1921 to the Present

Since 1921 visiting teacher work has grown more rapidly than at any other time since its origin. The stimulus which the Commonwealth Fund has given the movement, the enlargement of the existing staffs, and the introduction of the service into new localities are the reasons for its rather sudden expansion.

After making a careful survey of the possible undertakings which it might foster in the field of child welfare, the Commonwealth Fund adopted its Program for the Prevention of Delinquency, November 9, 1921. The Program included four related phases: (1) to establish psychiatric clinics, through the National Committee for Mental Hygiene, for the study of difficult, pre-

* Irwin, Elisabeth: *A Study of Feeblemindedness in a West Side School in New York City;* Johnson, Harriet M.: *The Visiting Teacher in New York City;* Irwin, Elisabeth A.: *Truancy;* Blascoer, F.: *Colored School Children in New York.*

delinquent and delinquent children in the schools and in the juvenile courts and to develop sound methods of treatment based on such study; (2) to develop, through the Public Education Association of the City of New York, the work of the visiting teacher, whereby the invaluable early contacts which the school system makes possible with every child may be utilized for the understanding and development of individual children; (3) to provide, through the New York School of Social Work, courses of training along sound lines for those who are qualified and who desire to do work in the fields of visiting teachers, psychiatric social workers and probation officers; and (4) to extend by various educational efforts the knowledge and use of methods, through the Joint Committee on Methods of Preventing Delinquency, comprising, among others, the executives of the other three divisions.*

The object of subsidizing visiting teacher work is given in the following statement: "Only very recently has there come to be some conception that early study of the individual who is out of adjustment, and scientific diagnosis of his social difficulty, may make possible a considerable degree of prevention; that carefully differentiated treatment—physical, mental, and social—based on such a diagnosis, may produce results quite as salutary as may be found in the physician's practice—may even direct many a young offender on the pathway toward good citizenship instead of toward the life of the 'repeater.'

"To the Commonwealth Fund it has appeared that for the child who is tending toward delinquency, who fails to 'get along' in his school, home, or neighborhood environment, who is troublesome or 'different' or 'mal-adjusted,' who comes for the first time before the juvenile court—for him the greatest single need is that he be accurately and adequately understood; that his problems, difficulties and motives be appreciated—in short, that the decision as to what is the best thing to do for him be based on a thoroughgoing knowledge."†

The report further emphasized the fact that the visiting teacher does preventive work in the field of children's mal-

* *Annual Report*, 1922, *Commonwealth Fund*, January, 1923.
† Ibid., p. 10.

adjustments, including juvenile delinquency, that the school holds the strategic position in regard to child welfare work, and that sound social case work is valuable in making the work of the school more effective.

The National Committee on Visiting Teachers, affiliated with the Public Education Association, places, under the Commonwealth Fund program, thirty visiting teachers in as many communities for a three-year demonstration. The Commonwealth Fund has also given the Public Education Association of New York a grant of money to place five visiting teachers in New York City schools. These visiting teachers are affiliated with the Bureau of Children's Guidance which conducts a psychiatric clinic for school children, under Dr. Bernard Glueck in connection with the New York School of Social Work and which is used in the training of those who are interested in preparing themselves for visiting teacher or psychiatric social work.

At the present writing (March, 1923), the National Committee on Visiting Teachers has placed visiting teachers in the following communities: Birmingham, Alabama; Bluefield, West Virginia; Burlington, Vermont; Columbus, Georgia; Detroit, Michigan; Durham, North Carolina; Hutchinson, Kansas; Huron County, Ohio; Kalamazoo, Michigan; Lincoln, Nebraska; Monmouth County, New Jersey; Richmond, Virginia; Rochester, Pennsylvania; Sioux City, Iowa; Sioux Falls, South Dakota; and Warren, Ohio. Other communities are under consideration for placements.*

Boards of Education have adopted visiting teacher work in the following communities: Detroit, Michigan; Oklahoma City, Oklahoma; Atlanta, Georgia; Manhattan, Kansas; Des Moines, Iowa; St. Paul, Minnesota; Jacksonville, Illinois; White Plains, New York; New Rochelle, New York; Yonkers, New York; and Trenton, New Jersey. The National Association of Visiting Teachers has become stronger in numbers and a

* Since March, 1923, the National Committee has placed additional visiting teachers in the following communities, bringing the total number up to thirty: Coatesville, Pa.; Omaha, Neb.; Charlotte, N. C.; Chisholm, Minn.; San Diego, Cal.; Rock Springs, Wyo.; Racine, Wis.; Berkeley, Cal.; Butte, Mont.; Eugene, Ore.; Tucson, Ariz.; Tulsa, Okl.; Pocatello, Ida.; Boone County, Mo.

great deal of interest has been taken in promoting higher standards of work.

The outstanding characteristics which are evident now are: (1) a growing interest in the movement as a result of the activities of the Commonwealth Fund; (2) the wide influence exerted by mental hygiene and psychiatry on technique and the type of cases that are undertaken; (3) the tendency to make closer contact with educational administration; (4) increased interest in the development of standards of work and of qualifications of visiting teachers.

Development of National Association of Visiting Teachers and Home and School Visitors

The National Conference of Visiting Teachers and Home and School Visitors was organized in 1916. The first national conference was held in conjunction with the National Education Association which met in New York City that year. The three phases of the service discussed were: (1) the place of the visiting teacher in the socialized school; (2) the origin and present status of visiting teacher work; and (3) the prevention of retardation and delinquency through visiting teacher service.

The value of this meeting, since it was the first, was the opportunity afforded for a comparison of types of work undertaken in the various cities. The second national conference was held in conjunction with the National Conference of Social Work in Atlantic City, 1919. At this meeting the relationship of visiting teacher service to community welfare was emphasized in the discussion which covered prevention of delinquency and retardation, Americanization, and community resources. At this meeting the National Association of Visiting Teachers was organized.

The first meeting of the National Association of Visiting Teachers was held in New York City, May, 1920. Two main topics were emphasized, viz., organization and administration of visiting teacher work and the relation of mental hygiene to visiting teacher's problems. The next meeting of the Association was held in connection with the National Conference of Social Work in Milwaukee in 1921. This meeting did much to

connect up the work in the Middle West with that of the East. In 1922 the Association met with the National Education Association in Boston. The main topics at this meeting were (1) the diagnosis and treatment of behavior problems among school children led by Dr. Healy, and (2) the program of the Commonwealth Fund for the promotion of visiting teacher work.

At all of these national conferences, round table discussions were held on problems of standardization and definition of functions. The Association has conducted two inquiries in regard to the status of the work throughout the country,—one in 1916 and the other in 1920. The latest report has been published in the pamphlet entitled *The Visiting Teacher in the United States.**

The National Association has done much to unify the methods in the various cities, to standardize functions, and to give publicity to the movement. Attempts have been made to show both educator and social worker the relationships of the service to both fields. Smaller conferences have been held in connection with state teachers' associations and city conferences.†

Development of Children's Care Committees in England

The development of the Children's Care Committees in the English educational system furnishes a very interesting comparison to the visiting teacher movement in this country.‡ The general type of social service work is the same in the two countries; the need giving rise to the work was approximately the same; the two movements started about the same time. On closer observation, however, one sees a number of differences,—especially in methods of organization, methods of work, and types of functions. The English movement seems to have gone

* Published by the Public Education Association, 8 West 40th Street, New York.

† Reports of the First, Second, and Third Annual Conferences of the National Association of Visiting Teachers and School Visitors. Manuscripts in the office of the Public Education Association, New York City.

‡ During the time this study was made attempts were made to secure data in regard to the Schulpflegerin of Germany and a type of visiting teacher service which is being carried on in Austria. Nothing of value could be found in the few educational documents and periodicals of Germany and Austria, and letters failed to secure any information.

beyond the experimental stages, as is evidenced by the rapid expansion of the movement, the increase in functions, the coordinations, or connections, and in the ability of the movement to survive the serious handicaps which the war brought on. This movement has been defined as follows:

"A Children's Care Committee is a group of social workers attached to an elementary school, whose concern it is to see that every child in attendance is in fit condition to benefit by instruction, and that no child leaves without such advice and guidance as to employment as may enable the best possible use to be made of the education received. . . . . It is in the home that the root of the difficulty must first be sought by full and sympathetic inquiry into the causes which have brought this particular family to the particular state of which the child's needs are the symptoms. Only when this is known and the attitude of mind fully understood can the child-care worker begin to apply the appropriate remedy. Through this worker, if she knows her job, all the resources of public relief and private charity are made available to supply what is lacking, and to prevent the recurrence of the need. . . . The child-care worker will have useful suggestions to make and advice to give, but she cannot hope that the advice will be accepted on these intimate matters until a relationship of friendship has been established. The main work of a Children's Care Committee lies in raising the standard of the home care. The only effective energy for this work is the force that is liberated when friendship is formed."*

The development of the Children's Care Committees is the natural outgrowth of the principle of providing public education in England. The idea that public schools were schools for the poor—charity schools—persisted longer in England than it did in this country. There may be a stronger feeling back of the establishment of any sort of social service in the English school than one finds in this country because of the persistence of this idea. Children's Care Committees are a plan to retain local interests in education. In the growth of a national control over

* Watson, Fisher: *Encyclopedia and Dictionary of Education*, Vol. I (1921), "pp. 312–313."

education there were grave dangers of the loss of the local initiative and interest. The local board of managers and the Children's Care Committees help in keeping alive local endeavor.* On the other hand, this work is the outgrowth of the extension of the services of the school in furnishing medical care, in compelling attendance in school, and in providing scholarships for needy children. The English educational system has accepted the principle that the school must be concerned about these environmental factors which may in any way hinder the proper growth of the child. The more immediate factors which led to the creation of care committees were: (1) retention of local interest in the work of the schools; (2) earlier experiments in providing meals in the schools.

The Education Act of 1906 provided that school authorities could serve meals "to school children who are unable by lack of food to take full advantage of the education provided for them." The Act provided that a "canteen committee" should have charge of this work; this was the origin of the Children's Care Committee.† Before the passage of this act, however, voluntary "relief committees" which provided meals and clothing had existed since 1896. The first committee of this sort was organized by Miss Margaret Frere at Great Tower Street, Seven Dials.‡ The report of the Inter-departmental Committee on Medical Inspection and Feeding of Children (1905) showed that voluntary agencies were providing meals for children in all of the larger cities of England. Upon the basis of the report of this committee the Act of 1906 was formulated. The London County Council appointed the first Children's Care Committee as a feeding committee on July 30, 1907. The Education Act of 1906 required that parents who were financially able, or who later became financially able, to pay for school meals should do so. The principal function, in addition to providing meals, was that of selecting the pupils who deserved free meals. Home investigations were made to determine the need.

* Kandel, I. L., *Elementary Education in England*, United States Bureau of Education, Bulletin 1913, No. 57, p. 12–13 and 21.

† Pepler, Douglas, *The Care Committee, the Child and the Parent*, p. 41.

‡ Pepler, Douglas, ibid., p. 60.

In 1909 the Council reorganized the committees and made them apply to all problems of general welfare of children with the following comment: "In giving the committee the title it was felt that it would emphasize the Council's view that the proper care for children could not end, even if it could begin, with the free provision of school meals, and that all other causes (want of sleep, lack of fresh air and recreation, overwork out of school, and ill health) which prevent a child from taking full advantage of its education should be removed."*

The care committees of London furnish most of the information in regard to the work in England. The movement has spread over a large area of England, but reports of local activities are very meager in the annual reports of the Board of Education.

Certain statutory enactments since 1906 have added to the duties and functions of the care committees in addition to the duties which have been voluntarily added. The Education (Administration provision) Act of 1907 required the committees to assist in medical inspection, in securing treatment and in the after care for those receiving treatment. The Children's Act of 1908 added to their charge, neglected children. The Labor Exchange Act, 1909, and the Choice of Employment Act of 1910 asked the coöperation of the care committees with the Juvenile Organizations Committees in keeping children in school, in investigating children who were about to leave school for employment, and in giving vocational advice to parents in behalf of their children. The Act of 1914 legalized the provision of meals during holidays and other days when school was not open, and it likewise repealed that section of the Act of 1906 which required the approval of the Board for providing meals. The Education Act of 1918 added the nursery school to the educational system and likewise extended the school period through continuation and evening schools. Both of these provisions have added to the work of the care committees.†

* London County Council: Education Committee, Children's Care Committee (Central), *Handbook* Containing General Information with Reference to Children's Care, p. 3ff.

† Watson, Fisher: *Encyclopedia and Dictionary of Education*, Vol. I, p. 312.

London furnishes the details of the organization of the committees. The Children's Care Committees of the individual schools are responsible to local associations of Children's Care Committees (which usually constitute all committees in a borough) and these, in turn, are responsible to the Central Children's Care Committee which is one of the sub-committees of the Educational Committee of the London County Council. In the smaller communities, particularly in rural communities, the managers of the schools act as care committees. Two-thirds of the voluntary workers of the committees are appointed from an approved list by the managers of the school. The other third are appointed by the Central Committee. The approved list is made up from the recommendations of charity and philanthropic agencies. Many of the volunteers are trained social workers or people who are especially prepared to do social work. The paid worker is called the organizer and works under the direction of the education officer. The organizers are assigned to metropolitan districts.

The following are the more important activities of Children's Care Committees: (1) they follow up medical and surgical treatment by (a) encouraging parents to obtain treatment for their children and (b) providing means for those who cannot afford to pay; (2) they improve conditions of the home by regular visits of a friendly character; (3) they coöperate with local educational authorities in arranging for provision of meals for needy children, and in revising lists; (4) they give to children and to parents of children who are about to leave school, educational advice in regard to employment and possibilities of further education, and follow up those who enter industry until they are eighteen; (5) they coöperate with the Committee on Mental Deficiency in caring for the mentally deficient; (6) they put children in touch with recreation centers, provide country outings, and get them into camp schools; (7) they prevent disease by talking to mothers in regard to hygiene and sanitation; (8) they collect funds necessary for work of a charitable nature; (9) they care for neglected children, and, in serious cases, call in the National Society for the Prevention of Cruelty to Children; (10) they assist poor children in getting

clothing and shoes from coöperating agencies; and (11) they send reports to local managers, local associations, and to the Central Committee.*

The work of the committees is kept alive by the organizer, who has the following duties: (1) giving advice to local committees; (2) training the members of the committees in carrying on scientific social work; (3) making reports to the Council; (4) executing the regulations made by the Council; (5) keeping the work going and seeing that the personnel of the committees is made up.†

During the late war the Children's Care Committees suffered from loss of many of their workers who entered war work. Since the war, the work of the committees has increased with the growing demands made by new educational endeavors, such as the nursery schools, continuation and evening schools, and recreational centers. London had over 900 care committees with a membership of four thousand five hundred in 1920.‡ Similar committees are found in Bromley, Chepping, Birmingham, Essex, Herefordshire, Lincoln, Somerset, South Shields, Surrey, Torquay, Welsall, Wycombe, and other places.

Summary of Chapter I

1. Private associations and individuals were instrumental in establishing visiting teacher work in a number of cities.

2. The work has had three stages of development: Period of Beginnings (1906–1914); Period of Adoptions by Boards of Education (1914–1921); and Period of National Expansion (1921 to the present).

3. The emphasis on methods of work has shifted from a social service phase in many places to that of an educational function.

4. The Public Education Association has had great influence in establishing the service throughout the nation and

* London County Council, Education Committee, *Handbook*, 25ff. Pepler, ibid., 68ff.

† Pepler, ibid., 75ff.

‡ *Annual Report of Chief Medical Officer, 1920*, p. 29. London County Council, Report of Education Officer, 1920, p. 9.

has conducted the work on an educational basis from the beginning.

5. The Children's Care Committees in England perform many of the functions that are performed by the visiting teacher in the United States, although the English movement emphasizes almost exclusively the social service aspect.

CHAPTER II

REASONS UNDERLYING THE VISITING TEACHER MOVEMENT

THE visiting teacher movement is related both to education and to the child welfare movement. Historically, as may be seen from the previous chapter, the impetus for its establishment came in many instances from those interested in social work.* Even in those places, however, where, in the beginning, the relief aspect of child care was stressed, it has gradually incorporated educational purposes and methods. It thus marks an integration of the two movements, education and child welfare. Other innovations in the school, such as medical inspection, manual training, domestic science, and mental tests, were introduced in many cases by outside influences to meet the needs of the defective or exceptional children. Like these, visiting teacher service is gradually adapting itself to the needs of all school children. Three major contributory factors underlie this movement: (1) social and economic conditions which include changes within the school; (2) modern social philosophy which is determining the purposes and objectives in education and child welfare; and (3) the development of methods of dealing with various types of maladjustments through the advance made in psychology (including mental hygiene), sociology, and social case work.

Social and Economic Conditions

Social and economic conditions have contributed to the present instability of the family. This instability Dr. Goodsell

* The Public Education Association of New York City should not be included in this statement, since the educational emphasis has always been of first importance.

regards as the chief characteristic of family life at present.* The instability of the family and the effect of these conditions upon child life are the basic causes of much of the maladjustment among school children. Some of the larger problems which contribute to family instability are: mobility or shifting of population; over-crowding due to the rapid increase in the city population; and economic factors which affect the welfare of the family.

Such movements as immigration of foreign peoples, the movement from country to city, the migration to newer parts of the country, and the recent emigration of the negroes from the South have significant bearing upon the social habits of the people. Social adaptation, which is required in changing from one mode of living to another, is very difficult and is marked by many attempts at adjustment which are manifested as social problems.† The foreign family presents the problem of variation of social standards and the attitude of parents and children toward each other. It also presents the problem of adjustment to social institutions, such as the relationship of the family to the school. Foreign parents and many native parents fail to understand the reasons for compulsory attendance. They do not have the same social contacts with people or institutions as have their children. As a result there is a weakening of the family bonds brought about by social conflict.

The complex social life which our modern cities present to peoples who are accustomed to much simpler modes of living makes the problems of social adjustment much more complicated and difficult. The congested living and the lack of personal inter-relationship frequently weaken the established social controls and fail to substitute new ones which are socially desirable. The absence of social control through the opinion of such primary groups as kin and neighbors, and the weakening of religious values, lead to social laxity, degeneration, and often recklessness. The visiting teacher encounters many results of these conditions, such as homes broken by desertion; divorce and domestic infidelity; beginnings of delinquency due to bad

* Goodsell, Willystine.—*The Family as an Educational Institution*, p. 456.

† Ellwood, C. A.—*Introduction to Social Psychology*, Chapter VI.

associates and lack of higher values; weakening and, frequently, a lack of family supervision and guidance; lessening of home education; moral degeneracy of the home; and the failure of the home to provide adequate employment of leisure time.

Economic conditions have a close relationship to home life. Later discussion of the fundamental difficulties which the visiting teacher finds underlying school maladjustments shows that the economic stability of the family is a very important factor in the life of the school child. Insecurity of employment, unemployment, employment of women in industry (especially mothers), increased costs of living and effects of the increased standards of living,* dependence on women and children to supplement wages, industrial accidents, employment of children and the more subtle effects of working conditions on the minds of workers are some of the underlying conditions which affect the lives of school children.

Change in School Conditions

Changes have taken place in the school organization which give rise to the need of some representative who is primarily interested in the welfare of individual children and who is the coordinator of all effort which looks toward the promotion of the child's welfare within the school and without.

School population has grown much faster than has the general population. This growth has been due to the almost universal adoption of compulsory education laws and to the fact that education is becoming popular. As a result of this increase, large schools and large classes are found in nearly all urban communities. The size of the school plant, the multiplicity of activities, the expansion of the course of study, the adoption of newer methods of teaching, the introduction of vocational education, the use of methods of classification of children into special classes and schools, and the increase in auxiliary agencies are recent changes.† These changes which have taken place in

* Harding, May H.—*The Effects of the Present Period of Reconstruction upon Family Life,* The Family, Vol. II, p. 235–7.

† Strayer, George D.—*Know and Help Your Schools,* American City Bureau Inquiry, No. 1 and No. 2.

relatively recent years have left many parents grossly ignorant of the nature and organization of the school. The fact that the schools have not been active in publicity and the fact that many parents have widely different educational traditions have developed a lack of understanding of the purposes of the school. In many cases there is a conflict in regard to school rights and parental rights. The rise of parent-teacher associations and the stress which is now being laid on school publicity are indications that the school is seeing the need of closer contact with the home. The visiting teacher is another means of making the school popular. Her method is personal contact.

Because of the increase in the size of classes, the increase in the amount of work, and the change in social conditions, the teacher has not been able to maintain the close personal relationships with the children that she did in former years. The median for average pupil enrollment per room in 1922 was thirty-eight in cities over one hundred thousand.* Semi-annual promotions decrease the opportunities for the teacher to know much about the individual child. Educational methods are increasingly stressing: (1) the need of providing for individual differences, (2) the use of the child's experiences as the basis of school education, and (3) the importance of the moral and social aspects of education.

The increase in the size of the teaching load, the enlargement of the courses of study, the introduction of more supervision, more attention to extra-curricular activities, the freer type of recitation, and the introduction of more efficient methods of classification and measurement of products have added to the work of the classroom teacher. The rapid turn-over in the teaching profession lessens the opportunity of the teacher to know her community. In many cases teachers are not members of the school community. Opportunities to meet parents and to know the home life of pupils and the needs of the neighborhood are very limited. It is a matter of common knowledge that teachers, with the exception of those in kindergartens and special classes, do little visiting in the homes.

* National Educational Association, *Facts on the Cost of Public Education and What they Mean*, Bulletin No. 1, p. 54.

In order to check up the validity of this statement, an inquiry was sent to a few cities; i. e., Detroit, St. Louis, Kansas City, Pittsburgh, Oklahoma City, Utica, Albany, and Poughkeepsie. In each of these cities the principal of a school in the more crowded and poorer school district—a district in which teachers would have more occasion to learn about home conditions—was asked to distribute slips, of which the following is a copy:

Please give as accurate an answer as possible.
No teacher's name or name of school should be given.

1. What grade do you teach?
2. In the homes of how many children did you visit during the past half year (Sept. '22–Feb. '23)?
3. How many home visits did you make in all?
4. Approximately how many visits did you make for the following reasons?

Scholarship.....	Health.....
Conduct.....	Neglect.....
Irregular attendance.....	Home condition.....
Friendly.....	

Please return at once.

The answers to this questionnaire are given in Table I.

TABLE I.—AMOUNT OF HOME VISITING DONE BY REGULAR TEACHERS DURING ONE SEMESTER

Showing the number of home visits regular class teachers, exclusive of teachers of kindergarten and special classes, made during the first half year of the year 1922–3

Place and number of schools	Number of teachers making designated number of home visits. Number of visits in groups					
	No visits at all	1–5 visits	6–10 visits	10–20 visits	20 or more visits	Av'ge visits per teacher
Detroit (2).....	9	18	9	1	0	
School A.....	5	4	2	0		1.5
School B.....	4	14	7	1	0	4.0
KansasCity,Mo.(2)	7	4	1	0		
School A.....	7	4	1	0	0	2.5
School B.....	11	4	0	0	0	.3
Oklahoma City (1)	0	4	10	10	0	12.5
Poughkeepsie, N.Y. (1).....	2	2	3	5	1	4.0
Pittsburgh, Pa. (1).	No visiting except by kindergarten teacher					
St. Louis, Mo. (1).	17	4	0	0	0	.2
Utica, N.Y. (2)...	80	49	14	6	2	2.0

A second type of evidence in regard to the amount of visiting regular teachers do is that of the examination of the amount of visiting that is done by all of the elementary teachers of a representative city. This study was made possible through the coöperation of Mr. John N. De Camp, Superintendent of Schools, Utica, N. Y., and Dr. J. Cayce Morrison, Specialist in Educational Measurements, State Department of Education, Albany, New York. The results are given in Table II.

TABLE II.—HOME VISITING BY REGULAR AND KINDERGARTEN TEACHERS

School	Number of teachers	Number of visits made by kindergarten teachers	Number of visits made by regular teachers
1	8	0*	14
2	16	142	18
3	10	79	32
4	11	..	108
5	19	141	29
6	43	68	150
7	14	47	23
8	13	155	43
9	27	94	33
10	10	..	31
11	7	80	10
12	12	40	49
13	28	72	79
14	34	200	311
15	14	50	1
16	10	61	22
17	28	153	74
18	10	37	6
19	48	168	28
20	4	0*	12
21	8	0*	25
Total.....	374	1,587	1,098

Kindergarten teachers 29 Average number visits 54
Regular teachers 345 Average number visits 3

* No kindergarten teachers in these schools.

The visiting teacher specializes in this function of the teacher. She has special training and experience which enable her to make home visits, to help the child, the school and the home in making adjustments, and to coördinate all of the community

resources interested. The work has another advantage: it furnishes an interpretation of the school to the home and of the home to the school through an individual who is neither teacher nor parent, and who is not influenced by immediate relationship to the child.

Philosophy of the Movement

The purposes of education and social work are determined by the social principles which are common to both sociology and educational philosophy. The visiting teacher movement is concerned with: (1) helping the school to give the individual child the fullest possible growth as a personality; (2) integrating the social organizations and groups that are interested in the education and welfare of the child; and (3) helping the school make such adjustments as will meet the needs of individual children and groups of children. Some of the major principles which motivate this service follow.

That education should be provided for all children is becoming more commonly accepted as the duty of the school. Since compulsory education laws are getting children into the schools, it becomes the business of the school to provide for them according to their varying needs. In order to provide greater equality of opportunity, various means have been adopted. Classification according to abilities has made a beginning. The school is making provisions for the more apparent types of defective children: physical defectives, handicapped, under-fed children, and incorrigibles. The visiting teacher extends the service of the school by making adjustments for children who are handicapped in their social environment. Social environment includes more than unfavorable home, school or neighborhood influences, particularly of a material nature; it includes the field of unfavorable social attitudes, ideals, and habits.

The school is gradually recognizing that education is not confined within its own walls and is beginning to recognize the necessity of knowing the educational influences outside of the school that go to make up the child's experiences.

"The learning in school should be continuous with that out of school. There should be a free interplay between the two.

This is only possible when there are numerous points of contact between social interests of the one and the other."*

The visiting teacher brings back to the school an interpretation of the out-of-school educative factors. On the other hand, she endeavors to carry the purposes and methods of the school into the home and into other educational enterprises. Through her personal interest she endeavors to show that the school is interested in a positive way. Her methods of dealing with outside groups are educational in character rather than authoritative or legal.

Respect for the personality of the child is one of the cardinal principles of the visiting teacher movement. In school, as in other social institutions, there is danger of becoming "institutionalized," and losing sight of the purpose for which the institution exists.†

The visiting teacher is one factor in attempting to counteract this tendency by beginning with the needs of individual children and proceeding to group needs. Because she is interested in the development of the whole child, she attempts to carry out the purpose of education, viz., developing from the child's present status the degree and kind of growth that will lead to further growth. She endeavors to bring this about by making such changes in the child's environment and in him as will enable him to participate more effectively in the social life around him.

The visiting teacher endeavors to aid the school in fulfilling its function as an institution in a democratic society by promoting its joint participation with other forces in the common enterprise of furthering the social well being of school children. The visiting teacher aids in breaking the isolation between the school and other community groups by means of personal contact, since her training and her familiarity with a wide range of groups, in addition to the homes, afford her opportunity for furthering better understanding and coöperation between them.

The principles which have been presented are a part of the

* Dewey, John—*Democracy and Education*, p. 417. Bode, H.—*Fundamentals of Education*, Chapters I, II, III.

† Kilpatrick, W. H.—*The Socialized School.* Address to First Conference of Visiting Teachers, July 5, 1916. Unpublished.

measures which make the school one of the most effective agencies of social control and social progress. The visiting teacher has a greater function than that of preventing and remedying social maladjustments. It is one of her prime functions to promote the education of the whole child in a positive way.

Relation to the Child Welfare Movement

Both school and child welfare agencies are coming closer together in their fundamental purposes, types of interests, and methods of work. Child welfare movements have become interested in normal children and in the possibilities of education in their work. Dr. Henry W. Thurston summarizes the development of the child welfare movement in these words:*

"This progress has been symbolized by our changing emphasis in the use of terms. *Child Saving* had to yield a large place to *prevention*, and now both *child saving* and *prevention* are giving way to a larger and newer conception of *child welfare*."

Consideration of prevention made necessary the evaluation of those essentials of welfare which normal children require, and this in turn brought about interest in the welfare of all children.† The school has included as its pupils classes of children who would have been considered institutional charges two decades ago. The experience with these children has forced the school to consider methods of prevention, if such be possible, and to consider the educational welfare of *all* children. Many of the methods which were first used with exceptional children are now utilized in the education of normal children.

The school is the strategic center of child welfare work. This has been brought about by the introduction of universal public school education, the broadening of the purposes of the school, and the recognition of common aims and methods in the school and in other child welfare agencies.

The school has great possibilities as a clearing house for all types of defectiveness. Many workers in fields of social prevention see its possibilities. Mental hygienists look upon the school

* *Proceedings of the National Conference of Social Work*, 1918, pp. 48–53.

† *Annals of American Academy of Social and Political Science*, Editorial Foreword, Vol. XCVIII, p. viii.

as the practical place in which to detect any mental deviations and in addition to carry on preventive treatment.* Some sociologists and court workers advocate the incorporation of the juvenile court and the whole of the juvenile reformatory organization into the public school system.† The movement to put state reformatory institutions for juveniles under State Boards of Education is an indication of the trend of opinion. There is little evidence, at present, to indicate that the school will incorporate much of the child welfare work except that which is educational in scope. The need at present is to provide means for more effective coöperation with those agencies which already exist under public and private enterprise. The tendency in this direction is well marked.‡

Contribution of New Sciences and Social Case Work

The advancement made in recent years in those subjects which deal with human nature and human relationships has been as contributory to the development of visiting teacher service as have the social needs and a new social philosophy. Psychology in its various divisions, including mental hygiene, sociology, social case work and education, furnish the methods which visiting teachers employ. The close relationship which all four of these bear to teaching makes visiting teacher work a special phase of that profession.

Social case work is based upon the same fundamental subjects that constitute the basis of teaching. Miss Mary Richmond says:§

"In the full sense of education . . . social case work is a phase of education. When, therefore, preparatory to attempting to define social case work, I speak of the development of personality, I am using a descriptive phrase which has been as-

* *Annals of American Academy of Social and Political Science*, Child Welfare, Section on Mental Hygiene, Vol. XCVIII, pp. 48–73, and *Mental Hygiene*, Vol. IV, p. 547ff and Vol. VI, p. 328ff.

† Eliot, Thomas D.—*Back to the School Movement*, Journal of Delinquency, Vol. VII, 334–350.

‡ U. S. Children's Bur., *Minimum Standards of Child Welfare*, adopted by the Washington & Regional Conferences on Child Welfare, 1919, and the *Sheppard-Tower Maternity Act*.

§ Richmond, Mary E.—*What is Social Case Work?* pp. 93–94.

sumed to be one to teaching, to applied psychology, and to religion. There can be no quarrel with the claims of any of these, for professionally considered, all are forms of teaching."

The definition of social case work shows the close relationship which it bears to the work of the teacher, especially if teaching takes into account the development of social attitudes, ideals and habits. Miss Richmond points out the difference between the usual lay viewpoint of social work and that of the professional worker:*

"As a matter of fact, the so-called dependent, defective, and delinquent classes are not social classes, for the reason that there is within these separate groups no power of cohesion. Moreover, the specialized skill of the social case worker will be found to be, in its essentials, just as applicable to the rest of the world as to those who could be thus labelled. Without minimizing for a moment the importance of such questions of temporary relief, permanent support, sources of support as enter the treatment of dependency; without ignoring such details of courts and reformatory management as are related to the care of delinquents, I cannot agree that any of these considerations, related to what might be called the machinery of different types of social case work, are central to the task of the social case worker. Analysis will show that they fall into second place when problems of social relationship and of personality thrust themselves forward, as they persistently do. . . . Social case work consists of those processes which develop personality through adjustments consciously effected, individual by individual, between men and their social environment."

Dr. Frank D. Watson defines social case work as follows:†

"Social case work is the art of doing different things for different individuals in such a way that the welfare of the individual and of society are harmonized as nearly as is humanly possible."

The two phases of social case work are diagnosis and social treatment. In social diagnosis a knowledge of educational value and practice is very valuable to the visiting teacher, for it aids her materially to find all the factors involved in a child's malad-

* Richmond, Mary E.—*What is Social Case Work?* pp. 96–99.

† Watson, F. D.—*The Charity Organization Movement* in the United States, p. 114.

justment and to verify the validity of the various kinds of social evidence.* Social treatment is made up of methods of teaching applied to individuals. A knowledge of psychology, education, philosophy, and the practical methods which social workers have developed in the application of these subjects furnish the basis for the technique. With her training and experience as a teacher in addition to her social case work training, whose methods of recording social case histories she utilizes, the visiting teacher is especially well equipped for this type of social work.†

Child psychology provides the visiting teacher with an understanding of the child's nature; educational psychology emphasizes the nature of learning; and mental hygiene is now contributing to the understanding of behavior problems. The importance of mental hygiene in childhood is brought out in the following quotation from Dr. William A. White:‡

"The child in the family is one part of an organism which is highly responsive to all that goes on in that organism. The influences which thus reach the child find it peculiarly plastic, much more so than in later life when the main character traits have become firmly established, structuralized. . . . All of this points quite unequivocally to the period of childhood as the golden period for putting into effect the teachings of mental hygiene. It is the period par excellence for prophylaxis and therefore the period, above all others, which must be studied if psychiatry is ever to develop an effective program of prevention. . . . The school seems to be the most practical place to work for results, although a great deal of knowledge must be acquired about the child before it is of school age. . . Arrived at school, however, the teacher becomes the surrogate for the parent and perhaps in many ways, not only by education, but because of emotional detachment, is better calculated to be of real service than the parent."

The importance of the establishment of a mental hygiene clinic in connection with the school is brought out in nearly

* Richmond, M. E.—*Social Diagnosis*, Russell Sage Foundation, 1917; *What is Social Case Work?* Russell Sage Foundation, 1922.

† Sheffield, Ada Eliot—*The Social Case History*, Russell Sage Foundation, 1920.

‡ White, W. A.—*Childhood: The Golden Period for Mental Hygiene.* Annals of American Academy Soc. & Pol. Sc., XCVIII, 55–58.

every discussion in regard to the prevention of mental diseases.* The importance of a social worker or a visiting teacher connected with the school to assist in the diagnosis and treatment of "nervous" and "difficult" children is recommended as a necessary adjunct of the clinic. Dr. Leonard Blumgart of the Cornell Medical School Children's Clinic pointed out that through the insistence of the visiting teachers and The Committee on Mental Hygiene of the State Charities Aid Association, the Children's Psychiatric Clinic was established. He summarized the importance of the visiting teacher's work by pointing out that the records showed marked improvement in many school children as soon as they realized that the visiting teacher was interested in their welfare and was not another enemy. In the two and a half years' work in the clinic, fifty percent of the cases proved to be treated successfully. He attributed most of the improvement to the personal supervision of visiting teachers and of the psychiatric social worker of the clinic.† The visiting teacher's equipment for diagnosis and treatment is increased by the knowledge of mental hygiene. With this background of training, her coöperation with psychologist and psychiatrist is more effective.

Sociology furnishes the visiting teacher with a description of theories and principles of social organization and social evolution. General sociology provides social theories and principles; applied sociology provides such studies as those in child welfare, community organization, and studies of special groups; educational sociology gives objectives in education and the relationship of education to social organization and development.

The constant studying of the needs of individual children leads to the assembling of the needs of groups of children. This provides a basis for educational adjustment in the school. The social and psychological training of the visiting teacher makes her peculiarly well fitted to provide the materials which are used

* Taft, Jessie—*Problem of Social Case Work with Children*, Mental Hygiene, Vol. IV, p. 547ff.

Stanley, Abbot E.—*Mental Hygiene in the Public School*, Mental Hygiene, Vol. IV, p. 328ff.

† Blumgart, L.—*Observations of Maladjusted Children*, Mental Hygiene, Vol. V, p. 330–338.

in the social case group methods of determining educational objectives.*

Visiting teachers are constantly influencing the character of the school by interpreting the problems which children present. They have been instrumental in introducing a more homogeneous classification of children, in the formation of special classes, in showing the need of a psychologist, in providing vocational classes, and in many other types of educational change. Special group studies have been made which suggest the possibilities of further use of the social case group method.

Summary of Chapter II

1. The contributory factors in the development of visiting teacher work are: (a) general social and economic conditions especially as they influence family life; (b) present day social philosophy which influences both education and social work; and (c) the development of new subjects such as psychology, sociology and social case work, which furnish technique to the visiting teacher.

2. Instability of the family is one of the most potent reasons for maladjustment in relation to the school life of the child.

3. Because of the effect of social and economic conditions on the organization of the school, including the work of the teacher, there is need of closer coördination between the school and other social institutions. The visiting teacher is a means of this closer coördination.

4. The growing recognition of the rights of the personality of the child and the concept of education as growth, require means of carrying out these principles concretely.

5. Social case work, child psychology, mental hygiene, and sociology have defined the field of prevention of social maladjustments and have provided the technique of the visiting teacher.

* Snedden, D.—*Sociology, A Basic Science of Education*, pp. 105–10. Teachers College Record, March, 1923, Vol. XXIV.

CHAPTER III

THE ADMINISTRATION OF VISITING TEACHER SERVICE

THE lack of a definite place in the school organization, the indefiniteness of many school relationships and the growing interest in visiting teaching service make it important to discuss the status, organization and administration of visiting teaching work. The present condition is due to the following factors: (1) the movement is relatively new; (2) it has been looked upon as an educational experiment; (3) the movement has been somewhat scattered in a geographical sense; (4) complexity of relationships has made classification difficult; (5) the staffs have been small; (6) in some cases visiting teacher work has been complementary to an auxiliary service already established.

A definition of the status which has been determined by the best current practice, by principles of sound administration, and by the expression of opinions of competent judges should aid in:

1. Defining the relationship of the visiting teacher to other school functions.
2. Giving the visiting teacher a professional status.
3. Eliminating overlapping of functions.
4. Establishing the line of responsibility.
5. Standardizing activities.
6. Giving a wider and more effective service.

The materials used for this study are: (1) a consideration of the present status of visiting teacher administrative relations obtained by reports, visits, and printed articles; (2) the opinion of judges who know or who can offer competent judgment in regard to the work; (3) principles and practices in school ad-

ministration; and (4) experience in organized social work. A detailed inquiry covering the important phases of organization, relationships, and qualifications was prepared after investigation had been made through observation, interviews, analysis of records, and case studies. The basis for the inquiry comprised: (1) reports of visiting teachers' work; (2) two surveys of national scope, 1916 and 1920; (3) study and analysis of case records; (4) interviews with visiting teachers, leaders of the movements and school administrators. The questionnaire was sent to eight groups which constituted the following classes, in each one of which the number of replies is indicated:

1. Visiting teachers—63
2. School officials who supervised visiting teachers, such as superintendents and principals—23
3. Teachers of school administration and education—33
4. City superintendents who were acquainted with the movement—63
5. City superintendents who were unacquainted with the movement—37
6. High school principals—59
7. Elementary school principals—32
8. Social workers familiar with visiting teaching—20

The groups were representative in that they were from various sections of the country, were from various sized communities, and were typical of their general class. Over 75 percent of the visiting teachers in 1920 answered the inquiry, and over 50 percent of those of the other groups.

Relation of the Superintendent to Visiting Teacher Work

A commonly accepted principle in school administration is that the superintendent of schools should be the executive officer of the board of education.* As executive officer he is given the power to carry out the policies of the board. With

* Strayer, G. D. et al.—*Baltimore Survey*, Vol. II, p. viii.
Cubberly, E. P.—*Public School Administration*, p. 132.
Morrison, J. C.—*Legal Status of the City Superintendent*, pp. 133–135.
Theisen, W. W.—*The City Superintendent and the Board of Education*, pp. 127ff.

this power goes the responsibility for the results gained by his subordinates. Under his power to initiate new policies, the superintendent should be the logical officer to propose the introduction of a new type of service, such as visiting teaching, to the board of education. With the approval of the introduction of this work, he should secure the approval of the general policies which should govern its activities and the qualifications of its personnel.*

Since visiting teacher work brings the school into very close contact with parents and community agencies, and since it frequently involves school adjustments which affect various school departments, the superintendent should supervise the work or delegate supervision to a responsible representative. As has been the case in other auxiliary services, there is frequently a disposition on the part of boards of education to desire the appointment of people who do not possess the necessary qualifications for such positions. It behooves the superintendent to make clear the type of specialized service that is required and the need of standards of qualifications which will guarantee effective work. Throughout this chapter, in the discussion of each relationship, the function of the superintendent will also be touched upon. The following is an outline of the general responsibility of the superintendent for the service:

1. Introduction of the service with the approval of the board of education.
2. Determination of the general policies with the board of education.
3. Nomination and, after board's approval, appointment of the supervisor of visiting teachers; appointment with the board's approval of the visiting teachers.†
4. Determination of the plan of organization and work.

* Morrison, J. C.—*Legal Status of the City Superintendent*, p. 142.
Strayer et al.—*Report of the Survey of the Public School System of Atlanta, Georgia*, p. 17.
Pennsylvania—*State Department of Public Instruction.* Report of the Survey of the Public Schools of Philadelphia, Vol. I, p. 27, Vol. II, pp. 18–22, 255.

† Appointment should be made in conference with supervisor. The practice of appointing a supervisor of visiting teachers applies only to large cities.

5. Consultation with the supervisor and visiting teachers in regard to general policies.
6. Provisions for training in service and professional advancement.
7. Decision in case of conflict in functions or over-lapping.
8. Outline of types of reports and other forms of publicity.

Types of Overhead Organization

The general principle that the superintendent of schools has charge of the visiting teacher service is common to all school systems which have this work. In most places it has been introduced upon the recommendation of the superintendent, or, in case of its being fostered by private enterprise, it has been approved by him. In the past few years the initiative in regard to introduction has come from the superintendents. In the earlier stage, private agencies which were interested in education took the initiative in convincing the superintendent and the board of education of the need of such work. The present situation in regard to overhead organization is presented in the following lists, which show the type of overhead organization in regard to visiting teacher work as of March, 1923. They indicate also the type of school department to which the visiting teacher is *immediately* responsible.

1. Types of Supervision

A. Under the immediate supervision of the superintendent and working from the central office:

Bluefield, West Va.	(1)*	Mount Vernon, N. Y.	(1)
Burlington, Vt.	(1)	New Rochelle, N. Y.	(1)
Fargo, N. D.	(2)	Oklahoma City, Okla.	(5)
Glen Ridge, N. J.	(1)	Roanoke, Va.	(2)
Huron Co., Ohio	(1)	Rochester, Pa.	(1)
Hutchinson, Kan.	(1)	Sioux Falls, S. D.	(1)
Kansas City, Mo.	(3)	Utica, N. Y.	(1)
Manhattan, Kan.	(1)	White Plains, N. Y.	(1)
Mason City, Iowa	(1)	Worcester, Mass.	(1)
Monmouth Co., N. J.	(1)	Yonkers, N. Y.	(1)

B. Under visiting teacher supervisor:

Minneapolis, Minn.	(14)	Philadelphia, Pa.	(11)
New York City	(7)	White-Williams Foundation	
Public Education Association		Rochester, N. Y.	(13)

* The numbers refer to the number of visiting teachers.

C. Under principal of school:

Atlanta, Ga. (1)
Birmingham, Ala. (1)
Boston, Mass. (7)
(Private)
Columbus, Ohio (2)
Columbus, Ga. (1)
Detroit, Mich. (2)
Durham, N. C. (1)
Harrisburg, Pa. (1)
Hartford, Conn. (2)
Kalamazoo, Mich. (1)
Kansas City, Mo. (1)
(Private)
Louisville, Ky. (1)
Montclair, N. J. (2)
Muskegon, Mich. (1)
Newark, N. J. (4)
New York, N. Y. (11)
Richmond, Va. (1)
Saint Paul, Minn. (2)
Sioux City, Iowa (1)
Trenton, N. J. (1)
Warren, Ohio (1)
Wichita, Kan. (1)

D. Under department of special classes:

Chicago, Ill. (1)
Cleveland, Ohio (6)
Kansas City, Mo. (1)
New York City (4)
Springfield, Mass. (2)

E. Under Bureau of Attendance:

Des Moines, Ia. (1)
Jacksonville, Ill. (1)
Private organization
Minneapolis, Minn.* (14)
Bureau of Attendance & Research
Philadelphia, Pa. (1)

F. Other Agencies:

Chicago, Ill. (5)
Bureau of Vocational Guidance and Employment Certificates
Lincoln, Neb. (1)
Child Welfare Bureau

2. Types of Financial Support

A. Board of Education:

Atlanta, Ga. (1)
Chicago, Ill. (6)
Columbus, Ohio (2)
Cleveland, Ohio (6)
Detroit, Mich. (1)
Des Moines, Ia. (1)
Fargo, N. D. (2)
Glen Ridge, N. J. (1)
Hartford, Conn. (2)
Harrisburg, Pa. (1)
Kansas City, Mo. (4)
Louisville, Ky. (1)
Manhattan, Kan. (1)
Mason City, Ia. (1)
Montclair, N. J. (2)
Mt. Vernon, N. Y. (1)
Muskegon, Mich. (1)
Newark, N. J. (4)
New Rochelle, N. Y. (1)
New York, N. Y. (15)
Minneapolis, Minn. (14)
Oklahoma City, Okl. (5)
Philadelphia, Pa. (1)
Roanoke, Va. (2)
Rochester, N. Y. (13)
St. Paul, Minn. (2)
Springfield, Mass. (2)
Trenton, N. J. (1)

* Minneapolis has a visiting teacher assigned to the central office to act as supervisor of the rest.

B. Wholly or in Part by Private Funds:

Boston, Mass.	(12)	Utica, N. Y.	(1)
Jacksonville, Ill.	(1)	White Plains, N. Y.	(1)
Kansas City, Mo.	(1)	Wichita, Kan.	(1)
New York, N. Y.	(7)	Worcester, Mass.	(1)
Philadelphia, Pa.	(11)	Yonkers, N. Y.	(1)

C. National Committee on Visiting Teachers in Coöperation with Local Boards:*

Birmingham, Ala.	(1)	Lincoln, Nebr.	(1)
Bluefield, W. Va.	(1)	Monmouth Co., N. J.	(1)
Burlington, Ver.	(1)	Rochester, Pa.	(1)
Columbus, Ga.	(1)	Sioux City, Ia.	(1)
Detroit, Mich.	(1)	Sioux Falls, S. D.	(1)
Durham, N. C.	(1)	Springfield, Ill.	(1)
Huron Co., Ohio	(1)	Richmond, Va.	(1)
Hutchinson, Kan.	(1)	Warren, Ohio	(1)
Kalamazoo, Mich.	(1)		

Total number of communities ..... 51, including two rural counties.
Total number of visiting teachers 148

Table III gives a summary of the number of visiting teachers under various types of supervision and various types of financial support.

The trend of overhead organization, in cities in which there is a number of visiting teachers, is toward the use of a supervisor. The Public Education Association of New York was the first to use a staff executive, whose duties include supervision. The White-Williams Foundation of Philadelphia employed a supervisor of school counselors as soon as the staff had grown to five members. Rochester was the first public school system to employ a supervisor—called director in that city—in 1920. Since that time, under the leadership of Superintendent Weet, the staff has grown to thirteen. During the past year, 1922–23, Minneapolis and Chicago have adopted plans for more careful supervision. In Chicago, the staff of visiting teachers is under the Director of Vocational Guidance and Placement. Prior to this year, 1922–23, the visiting teacher met in conference with

* Under Commonwealth Fund. These are supported by the National Committee on Visiting Teachers, which pays two-thirds of the salaries and the communities one-third. The National Committee also provides technical supervision through its staff executive and assistant staff executives.

TABLE III.—TYPES OF ADMINISTRATIVE CONTROL

Showing number of visiting teachers by type of immediate supervisory control and type of financial support

	No. of places	Percent of types	No. of visiting teachers	Percent of visiting teachers of total
1. Types of immediate supervision				
A. Under superintendent	20	35	28	19
B. Under supervisor of visiting teachers	3	5	31	21
C. Under principal of school	23	40	52	36
D. Under department of special class	5	9	14	9
E. Under bureau of attendance	4	7	17	11
F. Under other school agencies	2	4	6	4
Total Supervision*	51(57)	100	148	100
2. Types of financial support				
A. Board of Education	33	60	99	67
B. Private organization in whole or part	5	9	32	22
C. National Committee and local boards†	17	31	17	11
Total Financial	51(55)	100	148	100

the vocational counselors, but with the beginning of this academic year, the Director has held half of the meetings with the visiting teacher staff alone. At other meetings the visiting teachers assemble with the vocational counselors. In Minneapolis, the Director of Attendance and Research has appointed one of the visiting teacher staff to act as supervisor. Although the school visitors in Boston are employed by separate organizations, they have organized into a conference group to discuss methods of work.

In smaller localities, in which only one visiting teacher is employed, superintendents have direct supervision of this work.

* Places having several types are counted but once in the total.

† The National Committee also furnishes technical supervision through its staff executive and assistant staff executives.

Kansas City and Oklahoma City are the exceptions. In Oklahoma City, the superintendent holds a joint conference with the attendance officers and the visiting teachers once a week. In Kansas City, the superintendent holds occasional conferences. Fifty-two visiting teachers are directly under the supervision of the principal of the school. The New York City Board of Education visiting teachers are assigned by an associate superintendent, in consultation with the district superintendents, to various schools. They do not receive any technical supervision. Reports are sent to the district superintendent and to the associate superintendent in charge of special classes. Twenty-three of the smaller cities follow the plan of assigning the visiting teacher to a specific principal. Three cities, Des Moines, Jacksonville (Ill.), and Philadelphia, have some or all of their visiting teachers under the Bureau of Attendance.* In five cities visiting teachers are doing specialized work under some type of special education. The prevailing types are: (1) supervision by the superintendent; (2) supervision by a technical supervisor; and (3) supervision by the school principal.†

The Supervisor of Visiting Teachers

The superintendent cannot be the technical supervisor of all the specialized educational activities within the school. The practice has grown up, until it is now a commonly accepted measure, that the superintendent delegates his authority to some one who is a specialist in his field. This is especially true of activities which require special skill or technique. Visiting teacher work covers a large number of maladjustment problems, and consequently requires a special type of educational and

* Minneapolis has a joint bureau of attendance and research.

† As pointed out in the footnotes on pages 39 and 40, in addition to the supervision which the visiting teachers may receive from the superintendent or locally by the principals in the cities under the Commonwealth Fund Program, the National Committee on Visiting Teachers provides technical supervision through its staff director and assistant staff directors. This supervision comprises not only visits to each community, but also regional conferences which are held from time to time, and once a year, in June, a general conference of all visiting teachers in the program is held in New York City.

social training. In social service work, as applied to medicine, industry and law, use is made of supervisors who have had broad experience and who possess special training. Technical supervision in instruction and in auxiliary services has been accepted as a part of school administration. If supervision is necessary in attendance work,* which is more restricted in its scope, supervision in visiting teacher work, which concerns itself with all the types of school maladjustment and which affects normal as well as maladjusted children, should prove valuable. The fact that the service is new and that much must be developed in connection with classroom problems, especially in scholarship, behavior, and personality difficulties, emphasizes this need for technical supervision. Both experience and theory in the fields of education and social service indicate that supervision of visiting teacher work is desirable.

The judgment of the eight classes of judges who were competent to give opinions on visiting teacher work approved the principle of technical supervision.†

The instructions in the inquiry in regard to the type of overhead organization read:

"*Organization of visiting teacher staff.* Place in circles to the left, numbers which will indicate the rank in order of merit of the type of overhead organization best suited to visiting teacher work: (Rank '1' will be considered the best type of staff).

"1. Under nominal supervision of superintendent or assistant superintendent who assigns visiting teachers to principals—no technical supervision.

"2. Visiting teacher supervisor, who supervises visiting teachers on technical side, with visiting teachers under immediate direction of school principals. (Same type of organization as that of primary supervisor over primary teachers, or kindergarten supervisor over kindergarten teachers.)

"3. Visiting teachers placed under some department of school system, such as attendance bureau or psychological clinic.

"4. Visiting teachers appointed by some municipal depart-

* Strayer, et al.—*Atlanta Survey*, p. 49–50.

† The description of the questionnaire form used and of the classes of judges is given on page 146. The inquiry form is given in the appendix.

ment, such as health department, but under supervision of school.

"5. Visiting teacher appointed by private agency, but under supervision of school.

"6. Any other type you may suggest. . . ."

The above listed types, with the exception of Type 4, are the ones which are used in the various communities which have visiting teachers. Type 4 was included because this type of organization has been employed in health and recreational work in public schools. Table IV shows that visiting teachers and

TABLE IV.—OVERHEAD ORGANIZATION OF VISITING TEACHER STAFF

Showing the number of judges representing eight groups who indicated first choice in regard to various types of organization

Type of overhead organization preferred	Number in each class or group of judges*										
	I (63)	II (23)	III (32)	IV (100	V (63)	VI (37)	VII (59)	VIII (17)	IX (20)	Total (314)	Percent 100
1. Superintendent alone	6	8	9	25	17	8	10	3	3	64	20.0
2. Supervisor of visiting teachers	47	13	18	64	41	23	41	12	15	210	67.0
3. Auxiliary dept. of school	6	2	4	10	5	5	6	2	1	31	10.0
4. Municipal department	0	0	0	1	0	1	1	0	0	2	.7
5. Private agency	3	0	0	0	0	0	0	0	1	4	1.3
6. Other types	1	0	1	0	0	0	1	0	0	3	1.0

social administrators do not favor the Type 4 plan, for out of a total of 314 judgments, only 3 approved it.

Two-thirds, or sixty-seven percent, approved Type 2, that is, supervision by a technical supervisor, who might be either a

* Index to numbers indicating groups of judges: I, visiting teachers; II, administrators having visiting teachers; III, teachers of school administration and education; IV, total of superintendents; V, superintendents who are acquainted with visiting teacher work; VI, superintendents who are not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers acquainted with visiting teacher work.

supervisor under the general direction of the superintendent, or a school principal. Seventy-one percent of the visiting teachers and all of the leaders in the movement approved this plan. Over fifty percent in each group of judges agree upon this form of organization. The plan receiving the next greatest number of first choices (twenty and four-tenths percent) was Type 1, supervision by the superintendent. This plan received the majority of second choice judgments. Approximately ten percent (nine and eight-tenths percent) believed that visiting teachers should be placed under some existing school department.

The conclusion which is borne out by the above evidence is that a technical supervisor who represents the superintendent should have charge of the visiting teachers who are under the administrative direction of the school principal.

Overhead Organization in Various Sized School Systems

The needs which the functions of the visiting teacher meet are found in school systems of various sizes. Later discussion in regard to the types of cases and the function in various types of communities will give evidence of the general need. Regardless of the size or type of school system, certain principles should hold, viz.: (1) responsibility for the work should be centered in the superintendent; (2) every effort should be made to maintain a high type of professional service. To do this, qualifications must not be lowered; (3) visiting teacher service must be kept close to the problems arising in the classroom. It should maintain its educational as well as its social service aspects; (4) visiting teacher work should not be under the supervision of any auxiliary service because its own field is well defined.

In the smaller communities and in counties where there are approximately two thousand children, the visiting teacher should work under the immediate supervision of the superintendent. The attendance work might be combined with it, with the exception of the police functions entailed. This should be done by some local police officer. Visiting teachers must avoid being associated with police authority, or their work will

be seriously impaired. Experience, both in social work and in visiting teacher work, has shown the necessity of differentiation. The recent surveys in education, juvenile delinquency, and in mental hygiene indicate that the visiting teacher would have much to do in rural communities.*

In addition to these problems, the visiting teacher would find much to do in assisting in the development of needed community agencies.

In school systems where there are three or four visiting teachers employed and where the school population ranges from six thousand to eight thousand, the superintendent should have supervision. He should designate the best qualified visiting teacher as "senior visiting teacher". At least it is essential that a conference group be established in order to guarantee: (1) uniformity of procedure; (2) training in service; (3) professional growth through mutual help. The senior visiting teacher should be relieved of some of her regular duties so that she may give part time to supervision.

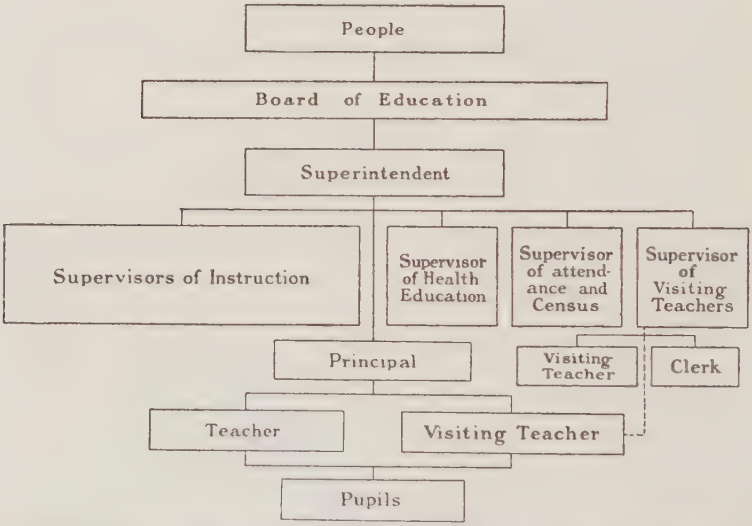
In larger school systems in which seven or more visiting teachers are employed, a regular supervisor of visiting teachers should be employed. With a smaller number under her direction she could continue her regular work in a small school and give half time to supervision. With a larger number it is highly desirable that she give full time to the supervision and administering of the central office. The chart on page 46 gives the type of organization proposed.

The Public Education Association of New York City, the White-Williams Foundation of Philadelphia, and the Rochester, N. Y., public schools have employed a staff executive, a supervisor, and a director, respectively, for staffs as small as five. Although the staffs were small, the supervisors were found necessary. Family case work agencies find that this number requires

* U. S. Children's Bureau: *Juvenile Delinquency in Rural N. Y.*
National Child Labor Committee: *Child Welfare in Kentucky.*
Clapper, *Rural Child Welfare.*
National Committee on Mental Hygiene: *Missouri Survey.*

a supervisor.* In public school administration similar organizations of attendance departments call for directors.†

In the larger school organization, other departments, such as the child study department, attendance, and special classes need the services of visiting teachers in carrying on their special functions. Rather than encourage the development of specialized types of visiting teachers with a tendency to make another



ORGANIZATION CHART SHOWING THE PLACE OF VISITING TEACHER STAFF IN SCHOOL ORGANIZATION ‡

school department, two plans are suggested: (1) that in a well-staffed organization the visiting teachers within the school should be utilized—this suggestion to hold, also, for visiting teachers assigned to a special school; and (2) that when there is an incomplete staff, visiting teachers be assigned to the department, but that they retain their relations to the visiting teacher

* Watson, F. D.—*The Charity Organization Movement in the United States*, pp. 476–8.

† Strayer, G. D., et al.—*Atlanta Survey*, p. 50.
Cubberley, E. P.—*Portland Survey.*

‡ Not a complete chart of school organization, but showing only the essential elements for this specific purpose.

staff as far as technical visiting teacher supervision is concerned. The latter plan is the one used in Rochester. Psychologists and those in charge of special education are unable to provide the technical social case work supervision.

In the largest school organizations, the same plan of organization should obtain. The technical head of visiting teacher work should become a director who would be responsible to the assistant superintendent in charge of special education or child welfare. Health, attendance, vocational and recreational guidance, special classes, and visiting teacher activities should be grouped under one assistant superintendent because of their close inter-relationship. District supervisors should be assigned to districts in which there are ten or more visiting teachers.

The technical staff in the central office would be enlarged to include: scholarship worker, court representative, specialist on truancy, coördinator for community agencies, and supervisor of case work. The central office should lend assistance to any school department, such as vocational guidance bureau, medical department, and vocational schools, that desires special investigations which require visiting teacher training. Sufficient assistance would be necessary to carry on the clerical work involved.

The Supervisor of Visiting Teachers

Since Rochester, N. Y., is the only school system which has a full time supervisor of visiting teachers under the employ of the board of education, the material on current practice has been drawn from there. The two private associations, the Public Education Association of New York City and the White-Williams Foundation of Philadelphia, employ supervisors, but their administrative relationships would not help in a discussion of a similar position under the board of education. They do, however, contribute to methods of supervision which will be discussed in a later chapter. Nor does the position of acting supervisor in Minneapolis, under the Director of Attendance and Vocational Guidance, provide any information relative to administrative practice because of its recent inauguration.

In September, 1920, Superintendent Weet, with the approval

of the Board of Education, established the position of Director of the Department of Visiting Teachers. Miss Emma Case, the visiting teacher who established the work in Rochester, was appointed to the position. The staff was composed of five members. It has grown to thirteen. The position of director is on the same basis as the directorships of child study, kindergarten, and elementary grades, and junior and senior high school grades. Her salary is on the basis of that of other directors. She is a member of the superintendent's cabinet and attends all general meetings of principals and teachers. The policies governing the work are planned in conference with the superintendent. The superintendent confers with the director in reference to the selection of additional members of the department and in regard to the assignment of visiting teachers to the various schools. The qualifications of this director are: graduation from normal school and kindergarten training college; training in school of social work; teaching experience of two years; director of a kindergarten and principal of school seven years, visiting teacher work seven years. The important functions performed by the director are:

1. Training visiting teachers in service.
2. Carrying out the general policies of the superintendent and the more detailed plans of the department.
3. Conferring with the principals of schools in regard to their plans for visiting teacher work.
4. Holding case conferences in the central office, especially in regard to cases in which a number of social agencies are concerned, as well as with school authorities.
5. Supervising the work of the central office; i. e.,
    a. Visiting teacher assigned to special case work including court work.
    b. Part time scholarship worker.
    c. Special cases assigned by superintendent.
    d. Clerical work.
    e. Publicity—newspaper, monthly and annual reports, special collection of posters and pictures.
    f. Volunteer aides.
6. Speeches to schools and other groups on visiting teacher work.

7. Conferences with various child welfare and social agencies.
8. Staff conferences.*

The judges gave their opinions on the administrative status, functions, and qualifications of the supervisor of visiting teachers. Table A, which shows full distribution of opinion, can be found in the Appendix. The following is a summary of these opinions on the position of the supervisor of visiting teachers:

1. The supervisor of visiting teachers should be nominated by the superintendent and after approval by the board, appointed by him. This is in accord with authorities on school administration.
2. The supervisor should have full authority in her staff with the approval of the superintendent. If she is an officer responsible to the superintendent, she must have authority to control her staff. This control, however, is with the approval of the superintendent and extends over technical supervision.
3. The supervisor should be a member of the superintendent's advisory council, or cabinet. The present emphasis on the development of the loyalty of the central staff and the value of the mutual contacts would make it advisable that she be a member of the cabinet. There was no definite approval of this item by groups.
4. In line with administrative theory, her tenure should be indefinite, that is, she should be removed by the board for cause. A number of the judges added "upon motion of the superintendent."
5. The functions which were agreed upon were:
    a. Nomination of candidates for visiting teacher service to superintendent.
    b. Assignment of visiting teachers to schools with the superintendent's approval.
    c. Selection, with the approval of the superintendent, of schools in which this work should be established. It would be well to add to this "with the consent"—or better—"at the request of the principal".
    d. Supervision of visiting teacher work in its technical aspect.
    e. Holding conferences with principals and heads of bureaus in coördinating work.

* Interview with Miss Emma Case, February, 1923.

f. Representing the schools in conferences with social agencies. Her technical training would enable her to promote the best interests of the schools.

g. Preparing reports: annual, monthly and special.

The following qualifications for the supervisor were approved and are recommended:

1. Educational: She should have a baccalaureate or a better degree. Opinions were very evenly divided in regard to the necessity of a Bachelor of Science degree in Education, a Master's degree, or a college degree with educational courses. The visiting teachers favored an A.B. degree with an educational course; the school authorities favored educational degrees. It would seem fair to state that the consensus of opinion favored a college degree as a minimum educational qualification and that the Master's degree is highly desirable. Good school practice is demanding a Master's degree or its equivalent in other supervisory positions.
2. Educational experience: Almost unanimous opinion favored experience in teaching, all groups agreeing. A majority of these were in favor of grade teaching. Opinion as to the minimum time which should be spent in teaching was about equally divided between those favoring two years and those favoring three.
3. Social work: A large proportion (sixty-seven percent) favored experience in social service work in addition to training. The few who expressed choice of a type of social work were about equally divided between child welfare and family case work.
4. Visiting teacher experience: A very large proportion (eighty-five percent) favored experience in visiting teacher work. Opinion as to the amount of experience varied between two and three years.
5. Executive experience: Less than half gave consideration to this item. Those who expressed an opinion favored executive experience in school work, such as a principalship.

The opinions of three leaders in visiting teacher work who have had supervisory experience agree in substance with the above qualifications. Their composite judgment in regard to minimum requirements is:

1. An A.B. degree with educational courses or a Bachelor of Science in Education.

2. Training in a school of social work.
3. Two years' teaching experience in the grades.
4. Two years' visiting teacher experience.

One would require a year's experience in social work; another would consider personality first. The latter feels, too, that experience should counterbalance training.

Placement or Assignment of the Visiting Teacher

There is a variety of judgment in regard to the types of placement or assignment of visiting teachers in the school system. The following questions arise in regard to assignment:

1. Shall visiting teachers be assigned to
   a. Central office?
   b. Districts?
   c. Types of specialized functions?
   d. Individual schools?
   e. Group of small schools?
   f. Some auxiliary service of school?
2. What type of school district demands the services of visiting teachers?

Method of Assigning Visiting Teachers

In the following lists the manner of assigning visiting teachers at present is indicated. The numbers in parentheses are the numbers of visiting teachers. In the smaller cities, especially those which are under the supervision of the National Committee on Visiting Teachers, the visiting teachers were first assigned to single elementary schools and later assigned to one or two additional schools if the units were small.

A. Individual Elementary Schools:

Atlanta, Ga.	(1)	Kansas City, Mo.	(1)
Boston, Mass.	(10)	Minneapolis, Minn.	(3)
Columbus, O.	(2)	Montclair, N. J.	(2)
Chicago, Ill.	(5)	New York, N. Y.	(5)
Detroit, Mich.	(2)	Philadelphia, Pa.	(5)
Hartford, Conn.	(2)	Richmond, Va.	(1)
Kalamazoo, Mich.	(1)	Rochester, N. Y.	(9)

Cities 14
Number of visiting teachers . . . . . 50—45%

B. Individual High Schools:

Boston, Mass.	(2)	Newark, N. J.	(4)
Harrisburg, Pa.	(1)	New York, N. Y.	(1)
Louisville, Ky.	(1)	Philadelphia, Pa.	(4)*
Minneapolis, Minn.	(8)	St. Paul, Minn.	(2)
Muskegon, Mich.	(1)	Wichita, Kan.	(1)

Cities 10
Number of visiting teachers ..... 25—16.8%

C. Group of schools:

Birmingham, Ala.	(1)	New York, N. Y.	(1)
Burlington, Vt.	(1)	Rochester, N. Y.	(2)
Columbus, Ga.	(1)	Sioux City, Ia.	(1)
Durham, N. C.	(1)	Springfield, Ill.	(1)
Hutchinson, Kan.	(1)	Trenton, N. J.	(1)
Minneapolis, Minn.	(2)	Warren, Ohio	(1)

Cities 12
Visiting teachers ..... 24—16%

D. Central office (Superintendents):

Bluefield, W. Va.	(1)	New Rochelle, N. Y.	(1)
Fargo, N. D.	(2)	Oklahoma City, Okla.	(5)
Glen Ridge, N. J.	(1)	Roanoke, Va.	(2)
Huron Co., Ohio	(1)	Rochester, Pa.	(1)
Kansas City, Mo.	(3)†	Sioux Falls, S. D.	(1)
Mason City, Ia.	(1)	Utica, N. Y.	(1)
Manhattan, Kan.	(1)	White Plains, N. Y.	(1)
Monmouth Co., N. J.	(1)	Worcester, Mass.	(1)
Mt. Vernon, N. Y.	(1)	Yonkers, N. Y.	(1)

Cities 15
Counties 2
Visiting teachers ..... 26—17.5%

E. Special Departments of school:

a. Psychological Clinic or Special Classes:
- Cleveland, Ohio ..... (3)
- Kansas City, Mo. ..... (1)
- New York, N. Y. ..... (3)
- Springfield, Mass. ..... (2)

b. Schools for Cripples:
- Chicago, Ill. ..... (1)

c. School for Blind and Sight Conservation Classes:
- Cleveland, Ohio ..... (3)
- New York, N. Y. ..... (1)

d. Bureau of Child Welfare:
- Lincoln, Neb. ..... (1)

* Including one trade school.

† One of the three assigned to four high schools.

e. Bureau of Attendance:
Des Moines, Ia. ..... (1)
Jacksonville, Ill. ..... (1)
Minneapolis, Minn. ..... (1)
Philadelphia, Pa. ..... (1)
f. Central Office:
Philadelphia, Pa., White-Williams Foundation ..... (2)
Rochester, N. Y. ..... (2)

Cities 11
Visiting teachers ..... 23—15.5%

From Table V it will be observed that a large proportion of the judges (sixty-five percent) indicated that the scheme of assignment to one large school or a group of schools was preferable. These two items were separated in the inquiry, but so many marked both that they were combined. A number of the judges explained that the assignment to one large school was desirable in very large cities; assignment to a group of small schools was desirable in smaller cities and in schools with smaller enrollments.

TABLE V.—TYPE OF ASSIGNMENT* SHOWING THE NUMBER OF JUDGES, BY GROUPS, WHO FAVORED VARIOUS TYPES OF ASSIGNMENT OF VISITING TEACHERS

Type of assignment	Number in each class or group of judges †										
	I (58)	II (31)	III (32)	IV (99)	V (62)	VI (37)	VII (58)	VIII (18)	IX (20)	Total	Per-cent
1. Central office—specialized functions of visiting teachers	2	0	5	20	11	9	9	2	2	29	11.0
2. District plan	8	5	9	33	23	10	18	4	2	56	22.0
3. Large school or 4. Group of small schools	47	26	17	44	27	17	31	12	14	164	65.0
5. School dep't	1	0	1	2	1	1	0	0	2	5	02.0

* The full question is presented in the inquiry form which is in the appendix.

† As in Table IV, page 43, the numbers represent the following groups: I, visiting teachers; II, administrators having visiting teachers; III, teachers of school administration and education; IV, total of superintendents; V, superintendents who are acquainted with visiting teaching work; VI, superintendents non-acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers acquainted with visiting teacher work.

Both in Boston and in New York social settlements started this work and, consequently, their type of organization was adopted in these cities. After experimenting with the district plan, the Public Education Association of New York changed the method of assignment to that of assigning one visiting teacher to one large school. Mr. Howard W. Nudd, Director of the Public Education Association, gave the following reasons for this change in administration:

"Early in its experience in New York City, the Public Education Association became convinced that its visitors could render more effective service if assigned to single schools, rather than to a number of schools. The work is essentially preventive in character, and, where the service of a teacher is spread over too wide an area, it is but natural that only the more difficult and far-advanced cases will be referred to her and that the work will inevitably change its character and become largely corrective. To avoid this, the Association has discontinued its former practice of assigning visitors to one or more districts and has assigned each to one school only, in which she does intensive preventive work under the immediate supervision of the principal."*

Rochester used the plan of assigning the visiting teacher to the central office until 1920. The present plan is that of assigning one visiting teacher to a large school, or one to a group of smaller schools. Chicago, Philadelphia, Boston, Hartford, Richmond, Atlanta, Columbus (Ohio) and Detroit are some of the larger cities which use the single school plan. Minneapolis uses the same plan as does Rochester. The National Association of Visiting Teachers and the National Committee on Visiting Teachers approve the assignment to a single large school or a group of small schools, which have from one thousand five hundred to two thousand children in their total enrollment.

In the distribution of the number of cases handled annually by one visiting teacher, which ranged from 119 to 1,175, the mode, or most common number, was 500. That means that a visiting teacher can do intensive work on less than half that number of cases and that the others would receive short service, which requires but little time. Two hundred and fifty is the average

*Johnson, Harriet M.—*The Visiting Teacher in New York City.*

number for the White-Williams Foundation. The visiting teachers of the Public Education Association have, as a rule, had approximately the same number. The more intensive work of these two organizations has been done in order to demonstrate to school officials how much more effective the results can be in intensive case work and in order to develop visiting teacher technique. Rochester visiting teachers average approximately six hundred cases, including a very large number of short-time special cases; and the visiting teachers of the Board of Education, New York, who also handle a very large number of short-time cases, have, as a rule, averaged around seven hundred and fifty cases each. The policy in this group has been to do the correctional work, since intensive work in one school was impossible because of the demands for service in other schools.

The ratio of visiting teachers to the number of school children has been set at one for every fifteen hundred to three thousand of the school population. This estimate is a very general one and has been determined by those who have had experience in larger cities and in those school districts in which there was a large foreign element and many social maladjustments. Local social, economic, and population factors enter in, as well as do the social resources of the community, the nature of the other school auxiliary agencies, the type of school organization and course of study, the policies of the school administrators, and the emphasis placed on the visiting teacher service. A number between one thousand five hundred to two thousand for each visiting teacher, based upon the experience of the Public Education Association, the White-Williams Foundation, Rochester and Chicago, is as good an estimate as can be made until a more careful study has been made of the demands of various types of communities, and the functions and methods of work are better standardized. Similarly, the general problem is unsolved in regard to the optimum load for the teacher, nurse, psychologist, and other school officers.

The reasons for assigning a visiting teacher to a large school of approximately two thousand children, or to a number of schools whose aggregate school population is approximately that number, are as follows:

1. In order to do preventive work, the visiting teacher needs to be familiar with the pupils, teachers, and principal.
2. More effective work, especially as it relates to the classroom progress of children, can be done if the visiting teacher is recognized as a regular member of the school staff. She can contribute the social and the outside point of view to the problems of methods, curriculum, and school organization. She can study special groups of children and present their needs.
3. With a definite school district she can study the neighborhood more closely and in that way bring the viewpoint of the school to the home and the viewpoint of the home to the school. She can aid in building needed neighborhood agencies.

Type of School District

Visiting teachers are a valuable asset to any school, regardless of whether it is a school made up of average American children or a school which has a great variety of races represented, with more types of child maladjustment. Those teachers and administrators who have studied the educational growth of children during the nineteen hours of the day when they are not in school and who believe that education is a broader process than that which school life alone represents, see in the visiting teacher the means of extending the educational influence of the school and of unifying the normal life of the child. In the beginning of this movement the more objective evidences of maladjustment naturally stood out in many communities. That accounts, in such places, for the first interest, in poor neighborhoods and in foreign districts.

The most obvious need for visiting teacher service has thus been in the foreign and poorer sections of the cities. Closely allied with these sections are environmental conditions which lead to juvenile delinquency and immorality. However, as the movement has expanded, different groups of children have been included, such as the negroes, the shiftless native population, and the better classes of foreign and native populations. That the visiting teacher works with the foreign school population is shown by the following statement in the visiting teacher survey of 1920:

"Twenty-two nationalities were reported by forty-eight visiting teachers. . . . More than twenty-three percent of the work is done among American families, leaving seventy-six percent immigrants of more or less recent arrival. Of these, the Italians and Jews together represent about forty-seven percent and all the others collectively the remaining thirty percent."*

The negroes constituted six percent. Since that time, with the addition of the work in other communities in the Middle West, the percentage of Americans would be materially increased. New York, Chicago, and Oklahoma City have introduced visiting teacher work in negro communities. Visiting teacher work in Oklahoma City and Kansas City is almost wholly among American inhabitants. The work there is among the shiftless, transient elements, a large percent of which has come from the country. Rochester, N. Y., gives an example of the types of districts served:

Number of the school	Type of neighborhood	School population	Nationalities
3	Old residential section	873	Italian, Jews, American, Greek, Negro.
9	Foreign	1,497	Italian, Polish, Russian, Turkish, Greek, Lithuanian, Swiss, Ukrainian, Chinese, Jugo-Slavic, Czecho-Slovacian.
12	Rooming house and commercial	532	Italian (2%), American.
15	Rooming house and residential	593	American, Italian, Jewish.
17	Foreign	1,254	American, Italian, Jewish.
18	Foreign	2,167	Italian, Russian, Jewish, Polish, Lithuanian, German, American.
26	Foreign	1,530	Russian, Polish, Jewish, German, Italian, American, Turkish, Ukrainian, Lithuanian.
27	Foreign	1,802	Italian (98%), American, Jewish, Negro.
43	Rural truck gardening	456	Italian, American, Polish, Austrian, Ukrainian, Belgian, German.

Monmouth County, New Jersey, and Huron County, Ohio, are demonstrating visiting teacher work in rural districts.

* *The Visiting Teacher in the United States*, p. 47.

It cannot be said that visiting teacher service is adapted to any particular type of district. Its functions are so broad and meet so many types of maladjustment problems that the technique can be valuable in any type of community. D. H. Holbrook, former Director of Attendance and Vocational Guidance of Minneapolis, under whose direction the visiting teacher work in that city was established, has said:

"It is a curious anomaly in the educational world that some of the most promising experiments are first undertaken with the socially less favored groups. When the teachers and patrons of so-called 'better' schools discover what advantages the boys and girls of the Washington schools (foreign) really have through their visiting teachers, there will be a stampede similar to the rush that finally swept manual training from its early position in classes for mental defectives to an integral part in every school curriculum."*

Local conditions will determine the districts where the work is most needed. Some of the factors which enter into consideration of the introduction of the work are: scholarship problems, retardation and elimination—slow progress through the grades and a large percentage failing to complete school course; irregular attendance and truancy; behavior cases and juvenile delinquency; misunderstanding and antagonism on the part of the home.

The opinions expressed in the inquiry did not indicate that any one type of neighborhood among those listed as poor, immigrant, industrial, immoral, or valuable as a place for educational experiment, was more suitable for this service than was another. Comments were that any one or all types could be sufficient reason for the establishment of the work.

The discussion of the status of the visiting teacher includes the following topics: qualifications for position, manner of appointment, salary, tenure, manner of assignment, position in school staff.

The qualifications which are essential in this service will be discussed at length in a later chapter. The wisdom of establishing

* *The Family*, February, 1921, p. 7, 8.

fixed requirements with the approval of the board of education was set forth in connection with the relationship of the superintendent to this service. The two city systems of New York and Chicago have established qualifications for visiting teaching. Private agencies, the Public Education Association, the White-Williams Foundation and the National Committee on Visiting Teachers, have set requirements and have maintained a staff of well-trained workers. In other places the qualifications have been the individual fitness of the candidates. Because there was little information in regard to the functions and the qualifications which are necessary for effective visiting teacher service, superintendents in some cases selected individuals who were ill prepared. The standards set up by the National Committee on Visiting Teachers will do much to inform superintendents in regard to qualifications for this work. Seventy-three percent of the total number of judges favored the policy of set qualifications made by the superintendent and approved by the board; twenty-seven percent felt that the superintendent should appoint visiting teachers without fixed qualifications. If a professional standard of work is to be maintained, and if the work is to progress scientifically, it is imperative that the workers have suitable qualifications.

The appointment of visiting teachers is made by the superintendent with the approval of the board of education or through examinations given by the board of examiners. The method is the same as that of appointing classroom teachers. The fact that it is a service educational in character, that it is very closely allied to the work of the classroom teacher, and that teaching requirements are necessary, warrants the use of this general principle of administration.*

In regard to tenure, the same practices and principles apply as to the teacher. After a probationary period, the visiting teacher should have indefinite tenure, which tenure means that she can be removed by the board of education upon the recommendation of the superintendent. No data are available in regard to the use of this principle in its application to visiting teaching service. The fact is that visiting teachers have con-

* Cubberly, E. P.—*Public School Administration*, pp. 202–221.

tinued their services in the several cities, in some cases, during a number of years. The judges rating the types of tenure approved the principle stated above by 73 percent. Removal at the pleasure of an appointive officer received 16 percent; fixed number of years, 11 percent; and the same status as that of the classroom teachers, 81 percent. The latter percent was used as a check and not as a distinct item.

Unfortunately at the present time the exact economic value of visiting teacher service cannot be ascertained any more than can the monetary value of a nurse, doctor, attendance officer or regular teacher. Mr. Howard W. Nudd, Director of the Public Education Association, New York, states that at various times the Association has organized committees to consider the measurement of the results of visiting teachers' work. Educational statisticians have been consulted, but, because of the numerous agencies which the visiting teacher uses in her case work, they do not believe that the work which the visiting teacher alone does can be isolated and measured in a scientific manner with present means. The same opinion was expressed by Dr. Deininger, of the Board of Superintendents of Philadelphia, in a recent meeting.*

It is therefore difficult to answer, with statistical data, the question: "Is the visiting teacher worth the salary which is paid her?" It will be admitted at the outset that visiting teachers will cost as much as do regular class teachers and that they will receive more than the salaries usually paid to the attendance officer and nurse. A superintendent who is contemplating the introduction of this service must recognize that it is not a direct method of saving money, and that it is a type of service requiring special qualifications which command a commensurate salary. There is one line of evidence in this study, however, which shows that visiting teachers have aided in reducing retardation. In a comparison of two groups of pupils as nearly similar as possible in regular class organization, it was found that twenty percent more of those under the care

* Report of Joint Conference of Board of Superintendents and Committee on Counseling and Training, of the White-Williams Foundation, April 3, 1923.

of the visiting teacher were promoted than were those not under her care. It was shown statistically that the difference was not due to selection or chance.* As a matter of practice, teachers and principals refer the worst scholarship cases to the visiting teacher to see whether anything can be accomplished. This would tend to indicate that the improvement was greater than that indicated by the statistics. If visiting teachers can help reduce retardation by twenty percent, the actual saving for one hundred and twenty-five scholarship cases—five hundred cases taken as the total number for a year—would amount to $2,375 for New York City (25 × $95.00).† This represents the direct saving from re-education and does not include the reduction in building costs which naturally are increased by retardation. This does not include the social value to the individual, and the value of the assistance which the visiting teachers give to classroom teachers in many ways cannot be estimated.

Superintendents, principals, child welfare workers and special educational committees have attested to the fact that the visiting teacher is a potent agent in the prevention of delinquency.‡

They have no statistical proof, but they make the assertion on the basis of knowledge of the character of service rendered and upon observation. If a visiting teacher can prevent ten percent of juvenile delinquency, she will more than save the public the cost of her salary in reducing costs of parental schools and reformatories. One visiting teacher in Rochester who followed fifty chronic truants through a year secured regular attendance in thirty-six cases and noted marked improvement in their behavior. The per capita cost of the Chicago Parental School in 1914 was $288.46 as compared with the per capita elementary cost of $37.00.§ It is reasonable to estimate that

* See page 120 ff.

† Educational Finance Inquiry, *Financing Education in the State of New York*, General Report.

‡ See Annual Reports on Special Classes, N. Y. C.; Report of N. Y. C. Inquiry; Report of Committee on Truancy and Delinquency, N. Y. C. Teachers' Council; Report of Commonwealth Fund, 1922; Cleveland Recreational Survey, *Study of Juvenile Delinquency; Truancy and Non-Attendance in Chicago Schools.*

§ Abbott, Edith, and Breckenridge, Sophonisba — *Truancy and Non-Attendance in Chicago Schools*, p. 174.

costs in parental schools have risen with the general increase in school costs. The reading of case histories of children with predelinquent tendencies soon convinces one that the visiting teacher prevents juvenile delinquency. There is no way to estimate the economic value of: (a) making home conditions better; (b) helping to adjust the socially ill-fit child; (c) helping the child of queer personality, one who is emotionally unstable; (d) securing coöperation of the home; (e) "selling" the public school to the home; (f) getting the child better adjusted to the school organization; (g) interpreting the home and the child's out-of-school life to the school; (h) assisting the teacher by helping her in problem cases, and (i) generally promoting better citizenship among adults and children. It is doubtful, at least, whether the visiting teacher is a means of greater economy in the cost of public education, but the social value, and ultimately the financial saving to society through preventive work, is attested to by those who know the service. It is poor public policy on the part of the state to economize on prevention through education and to spend in remedying and rehabilitating.

The following are comments of a few principals, superintendents and teachers in regard to the value of this service:*

"Much of the work accomplished this year could not have been done without our visiting teacher. We have individual cases enough to date to warrant paying her salary for the next twenty years. When a young girl of fifteen is saved from a life of shame, and put where she will lead a self-respecting, upright life, the value is far beyond anything that money can express, as was done in several instances."

"One of the principals informs me that already his teachers are more interested in social conditions (wayward pupils) than they were before the visiting teacher commenced work."

"The work of the visiting teacher here in the past year has secured regular attendance on the part of some pupils who were truants before, has explained why many children were unable to keep up their work, has given the class teacher more sympathy with the difficulties of the pupils, and has brought assistance to children and mothers in need, many of whom did not know how or would not ask help sadly needed."

"The visiting teacher has not only investigated absences and

* Each paragraph is the comment of one individual.

tardiness in my grade, but what is more important, has brought home conditions and various problems to my attention. This has made it easier for me to deal with children and made me more sympathetic with their shortcomings."

"Her work has proved that visiting teachers are as necessary to a school as the nurse and the doctor, the truant officer, the regular teacher. The work of the nurse and truant officer is largely corrective—the work of the visiting teacher is essentially preventive, and in proportion as she is able to prevent moral delinquency, repeating grades, etc., are her services valuable to the community."

"If I as principal were asked to give up one of my assistants or the visiting teacher, I should immediately say: 'Take away the assistant, I shall be able to divide the work among the grade teachers, but leave the visiting teacher'. She alone is able to care for the well-being—call it spiritual well being if you will—of those children who need sympathetic guidance over the hard places in their young lives when there seems to be no one else quite ready to lend a hand."

"My own experience of nearly a year and a half has shown that the work of the visiting teacher has distinctly lessened the number of disciplinary cases coming to my office. A disciplinary problem always means a maladjustment somewhere, and the visiting teacher renders great service in diagnosing such situations and thus preventing many 'breaches of discipline'. . . . She has rendered distinct services in lessening tardiness. Other matters I mention without comment: (1) she is a leader in our Parent-Teachers' Association; (2) she is a valuable agent in 'selling' the school to patrons; (3) she is able to influence many adults to enter evening school and other English classes; (4) she coöperates to advantage with the nurse; (5) her intimate contacts with the home soon gives her a vast fund of information concerning many of our families; and finally, (6) I think of the visiting teacher as the agent who interprets school to the home and the home to the school."

"I am wholly in accord with your editorial article of last Friday on visiting teachers. I have been in close touch with their work for several years and know that many children would find their way annually into the Children's Court if they were not assisted by a visiting teacher at the critical moment in their lives, when the sinister influences of their environment begin to destroy what the schools are endeavoring to build up. The most effective treatment of delinquency and crime is their prevention. It saves human misery and taxpayers' dollars. I believe that if the full significance of the visiting teacher's work

as a factor in preventing social wreckage and in building of good citizenship, particularly in the adolescent period of our school children's lives, were understood, the Board of Education would provide a visiting teacher for every school in the city as a measure of economy."*

The method of assignment has been discussed in connection with the duties of the supervisor and the type of district. The determination of place of assignment should be made by the superintendent after consulting the supervisor, principal of the school, and the visiting teacher.

Variation in salary is due to the variety of salary schedules in the several cities and in the private organizations. In the main, visiting teachers are placed on the same schedule as are elementary teachers. On the other hand, the training and experience are above that required by elementary teachers. The following schedules are used:

Minneapolis.—Same as that of teachers with equal qualifications: Elementary minimum, $1,200–$2,500; Junior High, $1,200–$3,000; Senior High, $1,400–$3,000.
Rochester, N. Y.—Elementary teachers' schedule.—$1,350–$2,000. $100 yearly increments.
Chicago.—Elementary schedule—$1,800–$3,000. $100 annual increment.
New York, N. Y.—$1,430–$2,470. $130 annual increment.
Kansas City.—Elementary teachers' schedule—$1,200–$1,800. $100 annual increment.
Oklahoma City.—Elementary teachers' schedule—$1,200–$1,800.

The median salary of thirty-five visiting teachers who reported their salaries was $180 a month. The range was from $100 to $235 a month. The number of months of work a year was the same as that of regular teachers, ten months in most of the cities. The salary schedule provided for by the National Committee on Visiting Teachers is on the basis of high school teachers because the requirements are as high.

Since visiting teacher work is of a professional rank which requires training in both educational and social work, and since

* Hoyt, Franklin Chase, Presiding Justice of Children's Court, New York City—*Letter to the Editor of the New York Times*, October 15, 1919.

the service is so closely allied with the work of the classroom teachers, especially as each is working toward the same ends, it would seem equitable to base the visiting teacher's salary upon the regular teacher's schedule. In other words, a visiting teacher should be paid according to her technical training and experience. If her training and experience are equal to that of an elementary teacher, she should be placed on that schedule. This equality in salary should hold, provided she has training in the minimum amount and a proportional added amount of training and experience in those subjects and types of work which apply to visiting teacher service. Social service training in a standard school of social work, such as the New York School of Social Work, the Pennsylvania School for Social Service, and the Graduate School of Social Service Administration, University of Chicago, should be equivalent to an equal amount of educational work, provided that it is preceded by an adequate amount of academic and educational training. Detailed dis-

TABLE VI.—SUGGESTED STANDARDS FOR SALARY SCHEDULES FOR VISITING TEACHERS *

Professional Preparation	Cities with population over 100,000			Cities with population from 100,000 to 5,000		
	Minimum	Annual Increase	Maximum	Minimum	Annual Increase	Maximum
A. Visiting Teacher:						
Class I†	$1600	6×$150	$2500	$1400	6×$150	$2300
Class II	1800	10× 175	3550	1600	10× 150	3100
Class III	2000	10× 175	3750	1800	10× 150	3300
Class IV	2400	10× 175	4150	2200	10× 150	3700
B. Supervisor of Visiting Teachers:						
Class I	1500	8× 200	3100	1300	8× 175	2700
Class II	2000	10× 250	4500	1800	10× 200	3800
Class III	2200	10× 250	4700	2000	10× 200	4000
Class IV	2600	10× 250	5100	2400	10× 200	4400

* Adapted from the *Atlanta Survey*, Vol. II, p. 189.

† Class I.—Graduates of standard Normal School (two years beyond high school); one year of social service training.

Class II.—A.B., B.S., or equivalent, with one year of social service training.

Class III.—A.M., or its equivalent.

Class IV.—Ph.D., or its equivalent.

cussion of the qualifications and training of visiting teachers will be considered in a later chapter. Upon the basis of the "Suggested Standards for Salary Schedule," in the *Atlanta Survey*, with modifications to meet the requirements for visiting teachers* the proposed schedule would be as given in Table VI.

Position of the Visiting Teacher in the School

The administrative status of the visiting teacher has not been clearly defined in practice. In the larger cities in which the visiting teachers work from the central office, they carry the prestige of the superintendent's office. In cities in which they are assigned to individual schools or a group of schools, their positions vary from that of assistant principal, special teacher, classroom teacher, special representative of the principal, to that of his clerk. The general trend of feeling in regard to status seems to be that the visiting teacher is a co-equal of the class-

TABLE VII.—SCHOOL STATUS OF THE VISITING TEACHER

Showing the number of judges in each group who favored types of status of the visiting teacher

Type of Status	Number in each class or group of judges †										
	I (58)	II (32)	III (34)	IV (94)	V (60)	VI (34)	VII (59)	VIII (18)	IX (19)	Total (314)	Per-cent
1. Assistant principal	12	1	4	13	7	6	3	1	2	36	11
2. Special representative of principal	37	25	14	44	26	18	33	11	10	174	56
3. Special teacher	8	6	12	31	24	7	20	4	6	87	27
4. Classroom teacher	1	0	0	1	0	1	1	2	1	5	2
5. Attendance officer	0	0	2	5	3	2	1	0	0	9	3
6. Nurse	0	0	2	0	0	0	1	0	0	3	1
7. School clerk	0	0	0	0	0	0	0	0	0	0	0

* i.e., Graduation from high school, graduation from two year normal course or its equivalent in college, one year's training in school of social work and at least one year's teaching experience (Class I).

† As in Tables IV and V, pages 43 and 53, numbers represent the following groups: I, visiting teachers; II, administrators having visiting teachers; III, teachers of school administration and education; IV, total of superintendents; V, superintendents who are acquainted with visiting teacher work; VI, superintendents not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers acquainted with visiting teacher work.

room teacher—that is, she has the same general position—but since so much of her work is in connection with the internal administration of the educational program of the school, that she should be considered the representative of the principal. This does not mean that she has the rank or authority of an assistant principal.

The consensus of opinion of the judges favored this trend in visiting teacher administration. Table VII shows the number who favor the various types of positions.

Summary of Chapter III

1. The visiting teacher should be assigned to a large school, or to a group of smaller schools, whose combined enrollment is approximately two thousand.
2. The salary should be upon the same basis as that of teachers of equal qualifications.
3. The visiting teacher should be the representative of the principal in the school organization.
4. The status of the visiting teacher should be the same as that of regular teachers.
5. Provision should be made for technical supervision of visiting teacher work. A supervisor with a sufficient staff hould be employed.
6. The cost of visiting teacher service must be considered in the light of the social and educational service she performs for the community.

CHAPTER IV

RELATIONSHIP OF THE VISITING TEACHER TO SCHOOL AGENTS AND OUTSIDE AGENCIES

BECAUSE of the lack of definiteness in administrative organization the relationships of visiting teachers to the principal, classroom teacher, nurse, attendance officer, and other agents of the school and to outside agencies have been poorly defined. It is hoped that the collection of the experiences of various staffs of visiting teachers and the application of principles of school administration to the problem will establish bases of relationship that will make possible the giving of greater energy to the promotion of child welfare within the schools.

Relation of the Visiting Teachers to the Principal

The coöperation and encouragement of those principals who have had visiting teachers in their schools have done much to foster the growth of visiting teacher service. Superintendents have usually selected socially minded principals for those schools in which a great deal of human interest is demanded. Principals of this type have been quick to see the advantage of visiting teacher work. They are consulted by the superintendent in regard to the assignment of visiting teachers to their schools. As a rule, they have given her much freedom in working out her plans. After the general policies are discussed, daily informal conferences are held with the visiting teacher in which many cases are referred to the worker; the worker brings many problem cases to the principal for his advice; and she assists him in conferences with parents. The efficient principal, who is the instructional representative of the superintendent, contributes the educational emphasis to the work, and the visiting teacher brings back to the principal the social backgrounds and points

out the educational needs of individual children and groups of children. Many visiting teachers have contributed toward making changes in methods of teaching and in the curriculum by bringing evidence to the principal of the needs of specific groups of children.

The principal of a school could aid in establishing better understanding of visiting teacher work and more cordial feeling between class teachers and visiting teachers by appointing a case committee whose function would be to advise with the visiting teacher on problem cases. Such case committees have proved their usefulness in social work.

The following relationships exist in schools in which there are visiting teachers. The list below contains those relationships which were indicated as *existing* between the visiting teachers and the principals in at least half of forty-seven instances. The principals:

1. Leave general initiative to the visiting teacher after indication of general policies in regard to the work. (27.)
2. Refer cases to the visiting teacher for investigation before any drastic action is taken in regard to pupils. (47.)
3. Allow the visiting teacher to receive cases directly from the teacher, attendance officer, parent, social worker, or nurse. (36.)
4. Allow visiting teacher free access to teachers, pupils, and classrooms. (39.)
5. Confer with the visiting teacher at regular periods in regard to cases in which they are jointly interested, and in regard to cases about which the visiting teacher desires advice. (26.)
6. Advise with visiting teachers in regard to educational treatment. (34.)
7. Hold special case conferences on problem cases with teachers, visiting teachers, and other school workers. (45.)
8. Require all cases of school adjustment, change of class, special tutoring, special disciplinary action to be done with his approval. (26.)
9. Approve general policy of coöperating with social agencies. (32.)
10. Refer the representative of social agencies to the visiting teacher. (45.)

11. Require attendance at teachers' meetings. (26.)
12. Seek the coöperation of the visiting teacher in parent-teachers' meetings. (39.)
13. Provide an office for the visiting teacher. (46.)
14. See that the visiting teacher has a regular office hour in school. (41.)

The following relationships were found to exist in fewer instances. The principal:

1. Makes general policies governing the visiting teacher work in his school. (13.) The other type of relationship, viz., that of giving general initiative to the visiting teacher after indicating the general policies in regard to her work, was the more common method. (27.)
2. Assigns each case to the visiting teacher. This type of relationship was found in eight instances.
3. Requires that all reports of investigations be sent to him. Usually after the principal becomes familiar with the work of the visiting teacher he makes her responsible for her own work. (14.)
4. Assigns special investigations of the home and neighborhood and special studies of the children's out-of-door activities to the visiting teacher. (22.) This is a very significant use of the visiting teacher. (12.)

The foregoing eighteen relationships between the principal and the visiting teacher were agreed upon by seventy percent of the eight classes of judges with the exception of requiring: that all reports of investigations be sent to the principal (65); that the principal make the general policies governing the work (63); that the principal assign each case to the visiting teacher (34); and that the visiting teachers attend teachers' meetings (64).*

The administrative practice of delegating special functions to those best qualified to perform them should hold in regard to the visiting teacher's initiative. After the general policies have been outlined by the principal of the school, she should be free to carry them out as long as they do not interfere with the welfare of the school. This is the practice which prevails in present organizations. Principals seldom require that visiting teachers

* The table of judges' opinions may be found in the Appendix, page 194.

report the result of the investigation of all cases to them. On the contrary, they give the visiting teacher the greatest freedom. The more successful visiting teachers, however, make it a rule to mention to the principal the names of children who have been referred to them, and likewise to give a brief account of the conditions found. If visiting teachers desire to be considered members of the school staff and if they desire to understand the policies of the school, they should attend teachers' meetings. The National Committee on Visiting Teachers, in its suggestions to new visiting teachers, emphasizes the importance of this.*

By virtue of the principal's being the administrative head of the school, he should settle any question which might arise as to the respective functions of the visiting teacher and other special representatives within his school. The principal should have administrative control over the visiting teacher because he is responsible to the superintendent for the management of his school.

Relation of the Visiting Teacher to the Classroom Teacher

Since visiting teacher service is an extension and a refinement of some of the functions of the teacher, the relation between the two must be close and coöperative. One is dependent upon the other for the best results. The visiting teacher brings to the classroom a service which the classroom teacher would give if she had the time, training, and special ability. Superintendent Maxwell (New York) stated the need in this manner:

"In a small city or village, where the population is fairly homogeneous, where all teachers live near their work, and where the schools are not crowded, necessary visiting in the homes may be done by the regular staff of teachers. Such is not the case, however, in a city of the dimensions of New York and even in a city much smaller. In a community in which teachers frequently live a great distance from their schools, in which the teacher, at the close of a day's work, is worn out by the management of crowded classes, and in which a very large proportion of the parents do not speak English, the work of the visiting of the

* *Suggestions to New Visiting Teachers* — Manuscript, National Committee on Visiting Teachers.

homes becomes a special function. Many of our principals and teachers, particularly the kindergarten teachers, do much visiting in the homes. Nor should this work be discontinued. The conscientious teacher will always find work of this kind to do. But there are so many cases in which, in order to bring about due correlation between the work of the school and the work of the home, so much time and so much energy and so much sympathy are required, that the class teacher cannot bring about the desired results. Her reserve time, energy and sympathy are not sufficient. For such cases, the visiting teacher becomes a necessity."*

The conditions which Superintendent Maxwell mentioned in his report in 1914 hold today with increased reason. Today the work of the visiting teacher has advanced a great deal over that of nine years ago. In addition to the home visiting, she is giving more attention to the personality of the individual child—to behavior problems and to educational problems. More careful study of the needs of school children and the establishment of visiting teachers in smaller communities have shown, moreover, that Superintendent Maxwell's statement regarding smaller cities was too optimistic. School and social maladjustments among children are found in all types of communities.

Some of the types of children who are helped by the visiting teacher are: the normal child with adverse home conditions, the unsocial child, the bright child who does not have enough to do, the queer type, the pre-delinquent child, the child who does not like school, the child who needs personal supervision for moral and social growth, and the child who is misunderstood at home.† To make the proper adjustment for such types of children, the visiting teacher must be able to command help from all the available community resources; she must be able to understand and carry out suggestions of the psychologist and psychiatrist; she must have special training and experience to enable her to work with people in order to bring about changes in their habits, attitudes, and ideals.

* *Sixteenth Annual Report of the Superintendent of Schools*, pp. 5–6. New York.

† Louderback, Jessie L.—*Classification of Visiting Teacher Cases*, National Conference of Visiting Teachers and Home and School Visitors, Boston, 1922—Manuscript.

The visiting teacher provides a specialized educational function which enables the classroom teacher to give her whole time and effort to the pupils in the classroom and yet have the information which she needs about their social background, their habits and occupations outside the school. The problem of giving teachers a socialized viewpoint in regard to their pupils and the community is a serious one. Every effort should be made to give both teachers and principals a fuller appreciation of the social factors which affect the lives of their pupils. It may be suggested that if teachers were given training the work of the visiting teacher would not be needed. If this were true, it would be equally true that, if teachers were given nurses' training, nurses would not be needed. But the economic cost of such a plan would be far in excess of the cost of visiting teacher service. One visiting teacher can presumably make the adjustments which are necessary in a school population of two thousand children in congested city districts. That means one visiting teacher to fifty classroom teachers. To give one year's social service training to these teachers would cost the state at least two hundred dollars for each one. This does not include the cost to the individual, moreover it does not include further training. The total sum would pay the salary of a visiting teacher at two thousand dollars a year for five years. After this expenditure has been made it would mean: (a) additional work demanded of teachers who already have full hours; (b) inability to do the necessary investigation during school time; (c) divided interests in class work and in the care of maladjusted children. By giving this function to a specialist there is economy of time, money, and effort. Increased professional skill and an increased fund of knowledge of the causes of children's maladjustments are obtained through this division of labor. Visiting teachers have been able to secure better coöperation from community agencies because of their social training and experience.*

Visiting teachers report the following contacts with the class teacher: they (1) receive cases from the teacher; (2) confer with the teacher in regard to the status of the child and the

* Department of Education, New York City —*Report on Special Classes*, 19th Annual Report, p. 173.

cause of referring before investigating further; (3) report back to the teacher data secured through investigation; (4) confer and suggest treatment for individual problem children; (5) give the teacher a better understanding of the pupil's ability, experience, attitude and home surroundings; (6) give the teacher a sympathetic understanding of the community, its organization and problems; (7) assist teachers in conferences with parents.

Visiting teachers have the freest contacts with the classroom teachers and report excellent coöperation. As a rule they find it necessary to acquaint teachers with the nature of visiting teacher work and with the methods used. In order to "sell" her services and to secure the coöperation of the teacher in helping to bring about proper adjustments great tact is essential. The more definitely the visiting teacher makes herself a regular member of the teaching staff and is not dependent upon the prestige of the principal or of any other school official, the more likely she is to win the confidence and coöperation of her colleagues. Through her relationship with the teacher, the visitor can render a distinct service to education by contributing a deeper understanding of social conditions surrounding the child, an appreciation of the importance of his use of leisure hours, and of the value of knowing his outside interests. The resulting wider outlook on the specific educational needs of the community tends toward better evaluation of classroom work. The constant outside contacts which give knowledge of the measure of the success of the school, and the continuous adjusting of school and social problems, give the visiting teacher a point of view which, if it leads her to be constructively critical, is valuable to any school organization. However, the visiting teacher must also retain close contact with the actual work of the classroom to possess a sympathetic and correct viewpoint of what the school is doing.

Relation of the Visiting Teacher to the Attendance Officer

Visiting teacher service bears a close relation to the attendance department. In some places it is a part of the attendance

department; in others, it has close contact with it, though it is a separate service. In all places there is common ground where both the visiting teacher and the attendance officer seek the fundamental causes of non-attendance, pre-delinquency and truancy. A variety of policies, which are adapted to local conditions, exists in the communities which afford both types of service. Since no general practice exists, there is need of the establishment of working principles in regard to the relations of these auxiliary services.

In Boston and New York, there has been a tendency to avoid overlapping with the attendance work. The attendance officer has been recognized as having a very definite function and for that reason the policy has been to refrain from undertaking any of the attendance investigation except in cases in which it was clear that other factors which legitimately come within the province of the visiting teacher are strong. The visiting teachers of the Board of Education of New York City attempt to adhere to the policy of not encroaching upon the functions of the attendance officer. Despite this attempt, there is evidence in the reports and case records that many cases of tardiness and irregular attendance were taken.* On the other hand, it must be realized that pressure from principals has often compelled the visiting teachers to take up some cases of attendance. In Kansas City and Chicago, the departments are separate, working, however, in close coöperation. Visiting teachers in both cities investigate cases of lateness and of intermittent attendance—attendance which is irregular but not so chronically irregular as to come under the authority of the attendance officer. The attendance officer transfers many cases of home conditions, pre-delinquency, and need of home coöperation to the visiting teacher. In many communities, the visiting teacher does a great deal of the attendance work. This is true of Mount Vernon, New Rochelle, Montclair, Utica, White Plains, Worcester, Jacksonville (Ill.), Mason City (Iowa), Des Moines, and Oklahoma City.

Visiting teachers, or home visitors, in some junior and senior

* Department of Education, *Report on Special Classes*, 1922—Reports of Visiting Teachers to Associate Superintendent, 1922—Manuscript.

high schools have charge of the attendance work. This is the case in the following cities: Harrisburg (Pa.), Newark, Boston (South Side High School), Louisville (Ky.) (Girls' High School), Minneapolis (five senior high schools and three junior high schools), Wichita (Kan.), New York City, and Kansas City. The proposed plan of organization for junior high schools in Detroit calls for a visiting teacher who shall look after the attendance work in each.* In addition to the problem of attendance, that of investigating the cause of pupils' leaving high school is usually included.

Minneapolis and Rochester afford suggestive plans of organization in reference to the correlation of the work of the attendance officer and the visiting teacher. The plan in Minneapolis is as follows: thirteen visiting teachers and five attendance officers are attached to the Department of Attendance and Research. One home visitor is attached to each of the eight high schools; five visiting teachers are attached to thirteen grade schools. One of the visiting teachers is assigned to the central office as acting supervisor. She has for her special duty the standardization of the work. The home visitors (visiting teachers in the high school) and the visiting teachers in the grades, care for most of the attendance work in their buildings. Any flagrant cases which are likely to necessitate court action are transferred to the attendance officer. The attendance officers are attached to districts.†

The Rochester plan differs from the Minneapolis plan in that the visiting teachers constitute a separate department. The general theory in the Rochester plan is to transfer most of the attendance work to the Department of Visiting Teachers, to increase the number of visiting teachers with the increase of the school population, and to maintain a minimum number of attendance officers to do the police work connected with attendance. Rochester has four attendance officers and thirteen visiting teachers. In cases of truancy and violation of compulsory attendance education law, the visiting teacher turns the

* Report of Superintendent of Schools of Detroit, p. 57f, 1921.

† Letter of Mr. N. H. Hegel, Director of Attendance and Research, February 23, 1923.

case over to the attendance officer who brings court action in behalf of the school. On the other hand, no case of truancy can be taken to court until a visiting teacher has tried her hand at adjusting it. Visiting teachers in Rochester have the policy of not taking cases into court. Necessary action is taken through the attendance officers or the Society for the Prevention of Cruelty to Children. Attendance officers take care of attendance cases in all schools in which there are no visiting teachers.

In school organizations where there are both visiting teachers and attendance officers, the following relations should exist between the two agents, according to the opinion of those who answered the inquiry.* The visiting teacher should:

1. Refer to the attendance officer such cases as she judges to be under his jurisdiction. (88%.)
2. Investigate homes referred to her by the attendance officer as in need of the aid of social agencies. (79%.)
3. Confer with the attendance officer on protracted cases of mutual interest. (85%.)
4. Investigate the causes of lateness and intermittent attendance. (70%.)
5. Report the names of families suspected of not being registered in census department. (78%.)

Many of the comprehensive studies in attendance and truancy have emphasized the need of visiting teacher service as a preventive measure. These same studies criticise the emphasis which is placed upon the police powers used in enforcing the compulsory education laws. Dr. G. H. Reavis in his study of *Factors Controlling Attendance in Rural Schools*, said:

"State laws providing for an attendance officer emphasize the *officer* aspect of the work, stressing the policing function, his authority to make arrests, and to bring offenders to justice. This tendency in drafting legislation, and the terminology we use, indicate the current conception of the job. Regardless of what we call the person employed to secure regular attendance, the task is larger than policing the territory for absent children during school hours. . . . In Maryland, preference has been given for the position of attendance officer to women who

* For complete table, see Appendix, page 195.

have had training as social workers, in the belief that a trained social worker can better locate the causes back of the family's educational apathy and the absence of the children."*

Boyer, who made an intensive study of one large school in Philadelphia in 1920, presented the following conclusion in regard to attendance work:

"In view of the nature of the problem of attendance in schools and because of the need of direct contact with individual homes, it is recommended that the compulsory attendance officer who serves this school as only part of a much larger work, be replaced by a visiting teacher who could devote her entire time to individual work on the problem of school and community relationships."†

The New York City inquiry presents the following arguments and recommendations:

"The compulsory attendance service as at present organized and conducted, limits its functions very largely to the performance of police functions related to the *enforcement* of school attendance. Its investigations are directed chiefly to the immediate explanation and checking of truancy and irregularity, rather than to the discovery and treatment of deeper causes . . . . The direction to be followed in developing such a program (prevention of irregular attendance, truancy and predelinquency) is illustrated by the services performed by the six visiting teachers employed by the Public Education Association . . . . Of nearly 1,000 cases investigated by the visiting teachers, only fifteen percent were such as would normally have been referred to attendance officers. The complaints concerning the large majority of the children indicated incipient truancy. Efforts were accordingly made to discover and correct conditions, both at home and in the school, that lay at the bottom of irregular attendance and unsatisfactory progress in school, thereby checking truancy at its source.‡

This commission recommended a division of prevention and probation with workers who would have the same functions as the visiting teachers. Superintendent Maxwell's comment was:

* *Contribution to Education,* Teachers College, pp. 16–19.

† *The Adjustment of a School to Individual and Community Needs*—University of Pennsylvania, 1920, pp. 138–139.

‡ Commission on School Inquiry, Board of Estimate and Apportionment, City of New York—*Interim Report,* pp. 47–8.

"The function of the attendance officer is to cure truancy; of the visiting teacher, not only to prevent truancy but to cure many other ills that arise in connection with exceptional pupils."

In April, 1922, after the present bureau of attendance in New York City had been in operation for eight years with more attendance officers per school population than any other large city of the United States,* the Board of Superintendents adopted the following report on truancy and delinquency:

"The remedy (for prevention of truancy and delinquency) most clearly indicated, however, is the visiting teacher. It is the personal method which tells in these cases. The visiting teacher explains the law and the reason for it, stimulates the interest and the pride of the parents; increases their intelligent coöperation to a marked degree; results in the reduction of the truants and delinquents; and is a distinct advantage to a large number of pupils. The visiting teacher is an economy. She limits to a large extent the most potent causes of truancy."†

Probably the most comprehensive and careful study that has been made of truancy and attendance is by Edith Abbott and Sophonisba Breckenridge.‡ Their study shows very clearly that the great factors in non-attendance and truancy are poverty, indifference, and ignorance.§ Less than two percent of the girls and only seven percent of the boys were out of school without the consent of their parents. In suggesting a remedy they said:

"A study of the cases of non-attendance and truancy already cited cannot fail to bring conviction as to the inadequacy of the present method of treatment. . . . Statutes provide for the prosecution of recalcitrant parents and for the commitment of truants and incorrigible boys to the Parental School. But to return the child today, without trying to deal with the influences that kept him out yesterday, is likely to mean that he will be absent again tomorrow or at some later date, when he may or may not be discovered by an officer of the department; to prosecute the parent may effect a temporary improvement in the child's school attendance, but if a parent is so lacking in

* Pennsylvania State Department of Public Instruction—*Philadelphia Survey*, Vol. 1, p. 166.

† Department of Education, New York City—*Report on Special Classes*, 1922, p. 274.

‡ *Truancy and Non-Attendance in Chicago Schools.*

§ Ibid., pp. 200–201.

intelligence with reference to his child's schooling as to require prosecution, he probably needs help of other kinds in order that he may better understand and fulfill the duty he owes the child. Moreover, it has been pointed out that there is great waste in committing a child to the Parental School on the ground that there is no hope in his home surroundings of an improvement in his conduct or school attendance, and then in a few months returning him to surroundings in which he has been demoralized. It is the old story of the vicious circle."*

In nearly every chapter in which any analysis of causes and conditions was made, the visiting teacher was pointed out as the most promising remedy. The summary includes, among other recommendations, this one:

"That there be gradually developed a staff of school visitors whose function it shall be to relate the school to the home and to render such services as will tend to do away with the causes now leading to non-attendance and truancy."†

After a careful investigation in regard to the most effective means of preventing delinquency, the Commonwealth Fund chose the visiting teacher service as one having the greatest promise.‡

Following are the views of two of the most progressive directors of attendance. Dr. H. J. Gideon, Director of the Bureau of Compulsory Education of Philadelphia, said:

"The attendance officers and the school counselors (visiting teachers) should not do the same work. There would probably always have to be a small group of attendance officers to enforce the law. Each school should have a counselor who is a recognized part of the school, by both parents and teachers. The attendance officer cannot be a counselor in the real sense because she is so often obliged to resort to force. If the two kinds of work could be kept entirely distinct, it would be better. Social workers in the schools should be under the same central supervision."§

Mr. N. H. Hegel, Director of Attendance and Research of Minneapolis, brought out the point that an attendance officer

* *Truancy and Non-Attendance in Chicago Schools*, pp. 226–227.

† Ibid., p. 350.

‡ *Report of the Commonwealth Fund*, 1922, pp. 10ff.

§ White-Williams Foundation. *Report of Joint Conference of Board of Superintendents and Committee on Counseling and Training*, April 3, 1923.

with special training could not do the work of the visiting teacher:

"The visiting teacher, of course, has a more specialized work than the attendance officer has time to do. It is therefore desirable that the work of the attendance officers, however socialized it may be, should be supplemented with visiting teacher work."*

The plan advocated in this study provides that visiting teachers who are assigned to small units of school population (approximately two thousand school children) should take over the attendance work of that group with the exception of that which involves the enforcement of the compulsory education laws. In smaller communities which now provide a full time attendance officer, a visiting teacher would be a more valuable agent. In the larger cities, each visiting teacher should be assigned to one large school or a group of small schools. A small attendance corps should be maintained to attend to the enforcement of the law, have charge of the census, and of the issuance of employment certificates. Visiting teachers should coöperate with this department in reporting cases in which resort to the law is required. They should also assist in keeping the continuous census, and in investigating applications for employment certificates. In the largest cities the same general plan should be used. Dr. Broom, Superintendent of Schools, Philadelphia, proposes the use of both visiting teachers and attendance officers, each with separate functions, but with other school auxiliary services united under a children's guidance or general service bureau.† According to his plan the visiting teachers would be a part of the individual school staff. The attendance officers would care for large districts. Dr. Gideon's proposal is in accordance with this plan.

The superintendent of schools should safeguard the work of the visiting teacher by seeing to it that she does not become merely an attendance officer. Her other functions are too valuable to be swamped by the clerical or routine work of the

* Letter to writer, April 7, 1923.

† The Child Welfare Bureau of Lincoln, Nebr., in which the psychologist, vocational counselor, attendance officer and visiting teacher coöperate, is worthy of consideration.

attendance officer. Her chief value is in the prevention rather than in the correction of non-attendance and truancy. In case conditions are such that there is too great an excess of attendance work, assistance should be secured for those cases which do not require expert or intensive service.

Some reasons for visiting teachers' doing a large part of the attendance work in the individual school are: (1) the fundamental difficulties underlying non-attendance are those which the visiting teacher is trained to meet; (2) problems of attendance are usually involved in other types of maladjustment which fall within the functions of the visiting teacher; (3) the manner of work of the visiting teacher is in keeping with the spirit of the school; (4) few school systems will finance two staffs of workers; (5) without clear differentiation of work, there is duplication of effort and confusion in the minds of parents; and (6) Rochester, Minneapolis, and other communities are furnishing experience in the redistribution of attendance functions. But it must be remembered that visiting teacher work was thoroughly demonstrated before an attempt was made to take over any attendance functions whatever in these cities.

The position of those who feel that the visiting teacher should not be responsible for attendance work is set forth in the following quotation from one of the staff of the National Committee on Visiting Teachers:

"In placing visiting teachers in our thirty demonstration centers we have definitely asked that they be free from responsibility for any routine attendance work. We have not done this because of any failure to recognize the great importance of regular attendance for every child. Nor do we minimize the significance of irregular attendance as a symptom of serious social and personal maladjustments which need the attention of a wise and carefully trained person.

"Nevertheless we feel that the first step in any introduction of visiting teacher work is to clarify and define those particular services which she renders which are not supplied elsewhere in the school system. The value of these services is not so obvious nor so easily recognized by the classroom teacher who is fully awake to the importance of regular attendance. The very

necessity of making note of absences in her roll book, the reproach which falls upon her when figures in monthly reports show poor attendance, make it of vital importance to her.

"However, viewed as a prospective adult, the quiet day dreamer who attends regularly and makes no trouble, the teacher's pet, the asocial child who wanders in from the playground to read a book and does not care to mix with the other children, is more in need of attention than the boy who plays truant because his need for active constructive doing is not adequately met by the school. More dangerous are these as symptoms than the irregular attendance of the foreign girl who is kept at home every Monday to help mother with the family wash, and yet these symptoms are the very ones which are not recognized by the average teacher as significant.

"The preponderance of cases referred for attendance in many cities where the visiting teachers are responsible for it seems to us to show clearly that the careful, patient, intensive work which needs to be done in the less obvious but more important cases is crowded out by the pressure of more routine work. What redistribution of function must ultimately take place remains to be seen. At present we are concerned with establishing the visiting teacher as one who offers a new service to the school. We are concerned with showing how intensive case work may be applied to the treatment of school maladjustments which show themselves in lack of progress through the grades, behavior problems and the like."

Relation of the Visiting Teacher to the Nurse

In all communities in which visiting teacher work is being carried on, the nurse is one of the most important and well established auxiliary agents of the school. The relation between visiting teacher and nurse is obviously very close. Both deal with individual children, both visit the homes and advise parents.

The nurse, however, is involved in much routine work connected with her responsibility for the health of the entire school population, for guarding the school from the inroads of contagious diseases and for health education in general. This necessarily makes her work with individuals less intensive than

is that of the visiting teacher who is not hampered by responsibility for large groups of children to so great a degree.

Recent surveys indicate also that the health service is handicapped in most localities by an insufficient staff.* The patient, intensive work which is often necessary in order to gain the consent of parents for necessary operations, for example, is sometimes impossible under pressure of other duties. The same may be said of cases where it is necessary to accompany an ignorant parent to the clinic with the child in order to insure his going at all. Investigations as to ability to pay for medical services, glasses or needed surgical appliances, take considerable time and are sometimes more difficult for a nurse than for a visiting teacher. The nurse is generally glad to avail herself of the visiting teacher's aid in these instances. She also frequently refers those cases which come to her notice during the performance of her special functions into which enter factors of home, school, or personal difficulties. Then, too, in the limited physical examination possible in most schools, less obvious physical defects are frequently overlooked. Also some children fail to secure even that examination, because of absence, late entrance or transfer in the middle of the year. This and other explanations may be given for the fifteen percent of cases which, according to replies to the inquiry, were referred to the visiting teacher on account of health.

In most cities there is excellent coöperation between the two. The permanent physical record card is one of the first sources consulted by the visiting teacher. If this record shows that the child is known to the nurse, one of the first steps taken is to consult her. If, after study of the case, there are evidences that some defect has remained unnoticed, or that the child has missed his routine examination, or that more careful or thorough examination is necessary, again the nurse is consulted. It is then decided between them how the work shall be done.

The general rule among visiting teachers is to refrain from taking a case referred for health reasons alone, except to call him to the attention of the nurse, who is recognized as the health expert of the school. However, a complete adjustment of the

* Philadelphia, Atlanta, and Baltimore surveys.

individual often requires, as has been said, much more intensive health work than it is possible for a school nurse to do, hampered as she is in ways previously indicated. Then, too, in many cases referred to the visiting teacher the family situation is too delicate to be intruded upon by more than one representative of the school. In schools where the nurse, attendance officer and visiting teacher are in frequent conference, plans are agreed upon by all and carried out by the one who seems to have the best entrance to the home. Obviously the nurse and visiting teacher definitely complement each other. They share the layman's knowledge of both fields, the former having the special medical training to fit her to take the initiative in the field of health which the visiting teachers lack, the latter having the social work training, added to a knowledge of teaching procedure, which enables her to adjust individual difficulties in the home and school which are quite outside the nurse's province.

The following relationships were approved by eighty percent of the judges answering the questionnaire:

The visiting teacher should:

1. Refer cases of suspected contagious disease to the nurse.
2. Aid the nurse in getting the proper health attitude in the home.
3. Investigate homes referred to her by the nurse if there is need of action by social agencies.
4. Get children to special clinics when it is outside the province of the nurse to do this work.

Following is a summary of the functions of the visiting teacher, attendance officer, and nurse. The analyses were made by specialists in the field with the exception of that of the attendance officer. That of the visiting teacher was made by Miss Jane Culbert, Secretary of the National Committee on Visiting Teachers; that of the attendance officer's functions was made by Dr. E. S. Evenden, Professor of Education, Department of Educational Administration, Teachers College; and that of the nurse, by Miss A. W. Goodrich, Department of Nursing, Teachers College. The first and third were based on actual practice; the second is proposed as an outline of functions.

A Comparison of the Functions of Visiting Teacher, Attendance Officer and Nurse

1. *Types of problems of the child*

Visiting Teacher	Attendance Officer	Nurse
A. Classroom problems:	A. Classroom problems:	Concerned with physical and mental health of child.
Poor work.	Enrollment in school.	Prevent disease.
Lack of interest in school work and progress.	Absence from school.	Correct defects.
Repeatedly troublesome conduct.	Truancy.	Assist in examination.
Excessive nervous or erratic behavior.	Return after quarantine.	Treat in emergency, if possible under doctor's direction.
Superior and normal children who need special advantages.	Transfer to other school.	Inspect children once a month.
		Talk to individual children.
		Inspect child upon return to school.
B. Out of school problems:	B. Out of school problems:	
Adverse home conditions.	Non-legal employment.	
Suspected delinquency.	Probation.	
Lack of recreation.	Non-employed.	
Working paper request.	Sentence and parole.	
Over-aged pupils to be interested in vocational training.		

2. *Action with parents*

Interpretation of school demands and child's needs.	Coöperate with parents in discovering and removing cause of truancy.	Instill health principles.
Change of attitude on part of parents.	Prosecute parents for failure to comply with attendance law.	Urge correction of defects.
Increased attention to physical, educational and social needs of child.	Secure census data.	Coöperate in mental health of child.
		See ill child has proper treatment.
		Demonstrate health measures.

3. *Action with teacher*

Observe child in class.	Coöperate in eliminating truancy in incipient stage.	Coöperate with teacher in teaching health habits.
Report back to principal and teacher data on child.	Investigate all absences.	Give health talks and demonstrations.
Interpret child to school.		
Arrange for school adjustments.		
Suggest, on basis of case work, changes in curriculum, organization and methods of school.		

4. *Action with agencies*

Visiting Teacher	Attendance Officer	Nurse
Coöperate with social agencies for special forms of assistance.	Coöperate with child welfare agencies in eliminating truancy in its incipient stages.	Refer families to visiting nurse service.
Represent the school on case committee and other community social activities.	Coöperate with juvenile court.	Coöperate with child welfare agencies.
Coördinate social work of the school.		
Advise school on child welfare matters.		

Relation of the Visiting Teacher to the Psychologist

In the early development of the visiting teacher work, psychologists saw the possibilities of using this new agent in connection with clinics established for mentally deficient children. Dr. George E. Dawson established this type of work in Hartford, Connecticut, in 1907, and later in Springfield, Mass. Very soon afterwards, in 1914, Miss Elizabeth Farrell, Director of Ungraded Classes, New York City, secured two visiting teachers to assist in the clinic. In Kansas City a visiting teacher has been attached to the clinic for the past three years. Cleveland has three visiting teachers connected with special classes. In other cities where clinics are established, the visiting teachers coöperate very closely and make use of them in securing diagnosis. The following functions are performed by visiting teachers who are a part of a clinic. They:

1. Interview parents to secure family, personal, and social history.
2. Make proper school adjustments for those who have had examination.
3. Secure the proper treatment for those who have physical or social maladjustments.
4. Secure proper home care and supervision.
5. Investigate cases of irregular attendance in special classes.
6. Follow up those who leave school, especially those who secure employment.
7. Make special studies of various groups of children.*

* Report of Superintendent, *Report on Special Classes, N. Y.*, 16th, 17th, 18th, 20th, 21st, 22nd, and 23rd.

Letter from Bertha M. Luckey, Psychologist, Cleveland.

In Rochester, Chicago, and other cities the psychologist secures the family and personal history in cases which require very careful diagnosis.

The relationships which the visiting teacher should have with the psychologist, as indicated in the questionnaire, are three. She should:

1. Provide the psychologist with the family and personal history of the child for mental examination. (78% agreed that this was a proper relationship.)
2. Refer cases of suspected mental deficiency to the psychologist, through the principal of the school. (85% agreed on this function.)
3. Coöperate with the psychologist in follow-up work for mental defectives. (79% agreed on this relationship.)

These three important relationships were agreed upon by the several groups in about the same percents. The visiting teachers approved all three, with fewer favoring the follow-up work for mental defectives.

The work done by the visiting teacher in connection with the experiment conducted in Public School 64, Manhattan, New York City, by Elisabeth A. Irwin,* a psychologist on the staff of the Public Education Association, illustrates the value of such service in securing the histories of children who are being studied, and in getting home and community coöperation. Such a task requires very delicate handling.

In a well-staffed school system, the plan of having the visiting teacher within the school secure the family and personal histories for the psychologist is better than to have a separate staff of visiting teachers connected with the clinic for the following reasons: (1) there is less duplication of effort; (2) the visiting teacher within the school knows the children better than does the one who comes in from a central office; (3) all visiting teachers, like other teachers, need those benefits which come from supervision and staff meetings.

* Irwin, Elisabeth A., and Marks, Louis A., *Fitting the School to the Child*, Macmillan, 1924.

Relation of the Visiting Teacher to Vocational Guidance

In Chicago and Minneapolis, visiting teacher work is closely related to that of vocational guidance. In Chicago, the visiting teachers are in the Department of Vocational Guidance and Employment Certificates. In Minneapolis, they are closely affiliated with the dual Department of Vocational Guidance and Placement.

In Chicago, the five visiting teachers are assigned to individual schools, where they carry on regular visiting teacher work. In addition to this service, they act as vocational counselors in their particular schools. In this respect they have been very active in attempting to keep pupils in school after they have completed the eighth grade. In the Jackson School (Italian district), a high school club, formed to interest students in continuing their work in high school, has been very successful. The visiting teacher succeeded in getting all but two of a class of twenty-nine into trade and high school. Visiting teachers give vocational advice to children completing the grammar grades and to those who, because they are beyond the limits of the compulsory school laws, desire to leave school.

The visiting teachers who are in foreign and negro districts find a great deal of home interviewing necessary. All applications for working certificates are investigated by the visiting teachers.

In Minneapolis, vocational guidance is not clearly differentiated from visiting teaching and attendance work. The home visitors in the high school combine all three functions.*

The White-Williams Foundation of Philadelphia has done signal service to the public school system in demonstrating the value of vocational guidance, school counseling (visiting teacher service), and scholarship work in public schools. The Foundation began its work by establishing vocational guidance for girls who came to the Bureau of Compulsory Education for their employment certificates. The need of providing educational and social guidance long before the child became ready for employment was soon discovered. To meet this need, school counselors

* Letter, N. H. Hegel, Director of Attendance and Census, Minneapolis, Minn., February 23, 1923.

(visiting teachers) were added to school staffs. A subsequent development has been that of scholarship workers, whose task it is to keep worthy children in school and to see that they make use of the opportunities provided by scholarships.

School counselors work in very close coöperation with the employment counselors of the Junior Employment Service in referring cases to them and in providing the social and educational history of the child who has to go to work. They give vocational guidance to upper grade children and endeavor to have children continue their education by going to high schools and trade schools.

The Board of Education in Philadelphia has taken over the Junior Employment Service of the White-Williams Foundation and there is now promise that school counselors may be incorporated in the school organization.*

In Rochester the visiting teachers do vocational guidance in the elementary school and coöperate with the school counselors in the high school.† The scholarship worker is in the central office of the Department of Visiting Teachers. The visiting teachers in the schools coöperate in investigations of applicants for scholarships.

The relationship of visiting teacher work to that of vocational guidance is set forth in the Report of the Committee on Training of Vocational Guidance for Juveniles, National Vocational Guidance Association, as follows:

"The visiting teacher is most closely affiliated with the work of vocational guidance. The work with the parent, the child and the teacher calls for an almost identical technique. Her work, however, begins earlier in the school life than that of the counselor though it often extends into the high school. She should therefore have the ability both to understand the problems of and to deal with the younger child. She should also be able to understand and to deal with behavior and scholarship problems, as they specifically constitute a large part of her work.

* White-Williams Foundation—*One Hundred and Twentieth Report*, p. 55; *Five Years' Review for the Period Ending December 31, 1921*, pp. 4–12, 15, 18.

† The school counselor in Rochester is not comparable to the worker of that name in Philadelphia. In Rochester she is a student adviser within the school and does little or no home visiting.

She does not have the contact with industry, nor is she concerned with those problems of the child which are strictly vocational. The technique of both calls for expert skill in dealing with individual problems."*

The visiting teacher as a general practitioner must be concerned with vocational guidance. In the smaller communities, because of financial limitation, she must make this one of her functions. That vocational guidance is a specialized field and requires a specialist, as does visiting teaching, is evident. In the larger communities, specially prepared vocational counselors must be provided to supplement the general guidance provided by the visiting teacher.

Scholarship work is, as a rule, a part of the work of the visiting teacher. It has been specialized in Philadelphia and Rochester. In Kansas City (high schools), Louisville (Kentucky) and Philadelphia, visiting teachers are the executive secretaries of the committees in charge of the scholarship funds. The administration of the funds is, therefore, in the hands of visiting teachers. In New York, Chicago, Boston, Kansas City, and Minneapolis, scholarships are granted by public and private agencies upon the request of the visiting teacher.†

Relation of the Visiting Teacher to Outside Agencies

One of the important relationships of the visiting teacher is with the social agencies outside the school organization. One of her chief functions is to bring the social resources of the community to the assistance of the child who is impeded in his normal growth. The needs of children are varied, and when the family maladjustments are added to those of the child, all of the community's agencies must be utilized. The visiting teacher cannot hope to perform all of the highly specialized tasks which

* *Report of Committee on Training of Vocational Guidance for Juveniles*, American Association of Social Workers, p. 2.

† White-Williams Foundation, *Five Years' Review of Period ending December 31, 1921*, pp. 9, 14. Director's Report, 1921—MSS.
Children's Memorial Scholarship Fund—Rochester, N. Y. Pamphlet.
Gold Star and Memorial Scholarships, Association of High School Women, Kansas City, Mo. Pamphlet.
Mary Harmon Weeks Scholarship Foundation, Kansas City, Mo.
Report of Superintendent of Schools, Louisville, Ky., 1919.

the child welfare organizations perform; she can, at best, hope to bring the right forces to bear to meet the needs of individual children after she has made a careful diagnosis of the factors involved. It is one of her functions to help create an interest in the organization of new community agencies to care for particular needs which are at present unprovided for. In her larger community relationships she helps to arouse public opinion to the necessity of changing its attitude toward various problems—awakens a sense of civic responsibility, and in some cases fosters legislation framed to obtain social justice for children. Miss Richmond holds this to be one of the highest obligations of any type of social worker.* The use of the community's resources is of vital importance to visiting teacher work.

The commonest characteristic of visiting teacher service in all centers where it now exists is the use of all the child welfare agencies and resources of the locality for the benefit of the school and of the individual child. The particular organizations which are used differ with the size and degree of specialization in child welfare organization found in the various communities. The survey by the National Association of Visiting Teachers gives the following list of coöperating agencies which are used by visiting teachers:

TABLE VIII.—COÖPERATING AGENCIES†

Agencies	Number of visiting teachers
1. Relief societies	57
2. Children's courts or a substitute	51
3. Girls' clubs	51
4. Society for prevention of cruelty to children	50
5. Probation offices for children	50
6. Recreation centers	50
7. Church societies	47
8. Boys' clubs	47
9. Psychiatric clinics	45
10. Nurseries	45
11. Parents' associations	35
12. Employment bureaus	32
13. Probation offices for adults	23

There is no evidence in any of the cities having visiting teacher service that the board of education provides material relief. Visiting teachers insist that it is not the business of the

* Richmond, Mary, *What is Social Case Work?* p. 238ff.

† *The Visiting Teacher in the United States*, p. 19.

school to engage in supplying material needs; these should be provided by other public or private agencies. If there is need of food, clothing, or shelter, the visiting teacher calls in a relief agency except in an extreme emergency. It is the business of the visiting teacher to determine whether or not there is real necessity. When investigation is made and the need is verified, she either calls in an agency or advises the family to get in touch with one. This is done after she has investigated the record of the family—if the family has one—through the social service exchange.

A complex problem that the visiting teacher often faces is the need of clothing and shoes by children in families not poor enough to require help of relief agencies. Where to get clothing and how to keep from pauperizing the family or the child are vital problems. In many communities the visiting teachers find organizations which can be interested in this phase of the work. Those of national scope which are utilized are: the Needlecraft Guild, parent-teachers' associations, and the Young Matrons' clubs. In Chicago the School Children's Aid Society—an auxiliary of the Chicago Woman's Club—supplies shoes and clothing. Rochester secures assistance from the Needlecraft Guild and from parent-teacher associations. In some of the poorer districts the visiting teacher holds a rummage sale each Monday afternoon for families whom she invites to the school. The small charge for the clothing makes the family feel that it is not being pauperized. Both Kansas City and Rochester use the plan of supplying cloth to girls who are in need of clothes. These girls are put in sewing classes and taught to make their own clothing and clothing for other members of the family.

The visiting teachers find the psychiatrist and the mental hygiene clinics among her greatest aids. The value of psychiatry in solving the behavior problems of children has convinced the visiting teacher that she must secure as much training in that field as she is able in order to understand the diagnosis made by the psychiatrist and to assist in the plan of treatment. The visiting teachers welcome the establishment of mental hygiene clinics in connection with the school or where they will be accessible in the community. The largest cities such as New York,

Philadelphia, Boston, and Chicago, afford the visiting teachers psychiatric clinics and individual specialists who are interested in the behavior problems of children. In the smaller cities, individual psychiatrists have volunteered their services. The establishment of traveling mental hygiene clinics, as advocated by Dr. Fernald,* would prove invaluable to the visiting teachers in smaller communities. On the other hand, the visiting teachers would prove valuable assistants in obtaining family and personal histories for the clinic.

Boys' and girls' organizations, such as the Boy Scouts, Girl Scouts, Camp Fire Girls, boys' clubs' and girls' clubs furnish the visiting teacher with excellent aids. Visiting teachers have been instrumental in organizing such wholesome influences in districts in which there was dire need of them. These organizations help to provide suitable recreation and likewise supervision for children of the same age groups. They have been effective substitutes for gangs. The trouble has been that these organizations have not existed in those districts where there is the greatest need for training in citizenship which they afford.

The churches and their allied organizations have given moral and religious support to many children and families in need. The outstanding church organizations coöperating with the visiting teacher have been the Big Sister and Big Brother groups. Personal supervision, friendly advice and moral and religious control are supplied. They bring the child in touch with better associates and better types of recreation. They bring into play moral and religious values. The Y.M.C.A., the Y.W.C.A., and the Catholic and Jewish organizations of the same type, furnish much assistance, particularly to adolescents. Their club houses provide suitable recreation centers. Churches of all creeds coöperate with the visiting teachers through social workers volunteer committees, individual members, and clergymen. Many visiting teachers attempt to link up a family in need of better moral and religious standards with some church.

Playground workers, librarians, and settlement workers have

* Fernald, Dr. Walter B., *The Inauguration of a Statewide Public School Mental Hygiene Clinic in Mass.*, Vol. VI, pp. 471–486.

been very active in trying to direct children referred to them by visiting teachers toward the proper types of recreation. Visiting teachers have been aware of the relationship between the desultory use of leisure and delinquency, brought out so clearly in the Cleveland Recreational Survey. The relation of recreation to character development is shown by the following findings of the Survey: seventy percent of the histories of the group classes, wholesome citizens (adults), showed that recreational habits were formed at the precept and suggestion, and under the direct guidance, of parents, teachers, relatives, and friends. On the other hand, the study of a large group of delinquents showed that fifty percent of their spare time (forty-two hours a week) was spent in desultory, unguided pursuits, in contrast to seven-tenths of one percent of spare time so spent by the whole citizen group.*

Dr. Thurston made the following comment in regard to the prevention of delinquency:

"However perfect the supervision of probation officers may become, it will necessarily be lacking in one essential. It does not begin early enough in the life of the child. The supervision of spare time that will be most effective in preventing delinquency must be started before the wrong uses of spare time begin, or at least before they become habitual with the child. The visiting teacher has a much earlier opportunity to come into official relation to children who are without proper spare time opportunities and supervision than the probation officer has. There were many children among the delinquents of this study who had been truants for some time before the probation officer was called in. Whenever a child is first found to lack spare time opportunity and supervision, then is the time for the probation officer, or the visiting teacher, or someone else, in coöperation with the home, to make the opportunity and supervision adequate to that child's needs."†

Visiting teachers agree with Dr. Thurston's conclusion that one of the greatest needs in regard to recreation is the organization of a definite program of work which will have for its purpoes the proper use of spare time and which will include a plan of

* Thurston, H. W.—*Delinquency and Spare Time* (Cleveland Recreational Survey), p. 115.

† Ibid., pp. 152–153.

getting children into the proper recreational activities, and of following them after they have once entered. In the absence of established recreational facilities, visiting teachers have been instrumental in organizing these in school and neighborhood.*

Visiting teachers have made much use of parent-teachers' associations and various women's clubs. In many districts they have been instrumental in forming such organizations. Often these have not existed previously in the districts where visiting teachers are assigned. These associations are organized with the approval of the principal and the assistance of the teachers. However, they seldom meet the class of parents who are in greatest need of the visiting teachers' services. They do assist in bringing about better understanding of the school's purpose, in giving shoes and clothing, in helping the school establish school lunches, and in bringing about better neighborhood conditions. Such organizations have been very successful in New York, Rochester and Chicago. In various cities women's clubs of all sorts, particularly those composed of college women, such as the American Association of University Women, school alumnæ associations, and alumnæ sororities have given valuable assistance to visiting teachers in providing funds for clothing and scholarships, in giving volunteer service, and in sponsoring girls.

These social resources, which are found in almost every community, can be used to great advantage in helping school children, thereby becoming friends of the school organization. The visiting teacher should work out a definite policy, with the approval of the superintendent, in regard to the relationships which should exist between them. She should be responsible for the use made of these agencies and should supervise all volunteer work. It is likewise her task to see that accepted standards of social work are maintained and to give her helpers the social service viewpoint. She must see to it that no sensational publicity is gained through these sources of help.

* *Report of Visiting Teachers,* Chicago, 1921, p. 19–23.

Relation of the Visiting Teacher to the Juvenile Court

The visiting teacher's contact with children who are dependent, neglected, incorrigible, truant, and those classified as under "improper guardianship," bring her into close touch with the juvenile court. In the smaller communities, minor courts have to be used as substitutes. As a general policy, the visiting teacher does not bring cases into court. She finds her status as friend of the child and family gone when she files a complaint. She loses the confidence of the family and the neighbors. If such action is necessary, other agencies are advised in regard to conditions and complaints are made by them. The usual agencies are: attendance officer, Society for Prevention of Cruelty to Children, Juvenile Protective Association, or probation officer of the juvenile court. Many times the visiting teacher is required to be present in court to act as a witness. Even if she is not called in such a capacity, nevertheless, as a general rule, she goes to court with the child and parents. Judges in juvenile courts appreciate the service of the visiting teacher in helping to bring about proper adjustments. Presiding Justice Hoyt of the Children's Court, New York City, is a strong advocate of visiting teacher work.

In Kansas City and Minneapolis, the visiting teacher works in close coöperation with the juvenile court through the attendance bureau. In Rochester, the central office of the Department of Visiting Teachers works in close connection with the Shelter (detention home) and the juvenile court in keeping track of all cases brought in which involve school children. In Chicago, the Juvenile Protective Association takes most of the cases into court. In New York City, the Society for the Prevention of Cruelty to Children lends valuable assistance to the visiting teachers. In some of the places mentioned the child is frequently put on probation to visiting teachers. The training of the visiting teacher enables her to be of great value to the school in looking after children on probation. The general policy which seems best is that the visiting teacher should not be directly connected with the court nor should she in any manner be looked upon as a person with the force of law.

Summary of Chapter IV

1. The visiting teacher is under the administrative supervision of the principal of the school.

2. The common purpose of the class teacher and the visiting teacher demands mutual understanding and coöperation.

3. In well-staffed schools the work of the visiting teacher would anticipate and prevent much of what is now the work of the attendance officer, except perhaps that pertaining to the enforcement of law.

4. Visiting teacher service bears close relationship to the work of the nurse, the vocational counselor, the scholarship worker, and the psychologist.

5. The visiting teacher is the *liaison* officer of the school with community agencies that are interested in child and home welfare.

CHAPTER V

WORK OF THE VISITING TEACHER

THE work of the visiting teacher has been established for five fundamental reasons: (1) social conditions and educational requirements demand close relationships between the home and the school; (2) the increase in the amount of work and in types of activity that teachers must perform curtails their opportunities of knowing the outside life of their pupils; (3) the present emphasis upon taking into account individual differences and promoting the growth of every child requires some means of knowing and shaping the out-of-school life of the child; (4) the development of modern psychology and socia case work provides methods of diagnosis and treatment which are applicable to problems of maladjustment; and (5) the school as the agent of the state in the promotion of public welfare is considered a strategic agency in the fostering of good citizenship and in preventing social maladjustments.

An analysis of the work of the visiting teacher by examination of case records, a description of the work now being done, and the opinions of visiting teachers and other competent judges as to what their functions should be, will show in a qualitative way how adequately the service meets the fundamental needs for which it was established.

Miss Jane Culbert, staff executive of the Public Education Association's visiting teachers and executive secretary of the National Committee on Visiting Teachers, states the purpose of visiting teacher work as follows:

"It was realized that for the effective education of the child, as well as for the prevention of those ills of childhood and indeed of adult life—that have made social work necessary—two conditions were essential: first, the school must comprehend the whole child, the child mental, physical and social; and second, the home and school must be brought into mutual understand-

ing and coöperation. . . . Someone was needed within the school system whose duty it should be to know the conditions under which the pupils live and play, and their consequent educational needs, to become acquainted with the individual child in his home and school relations, to discover handicapping factors and to bring about adjustment of his special difficulties through the coöperation of the home, school and social agencies. To assist the school to prevent later social wreckage, and make sure that each child's individual problem is seen and his educational and social needs are met, the visiting teacher has been added to the school staff."*

One method of defining the functions of the visiting teacher is to determine as nearly as possible the types of work that she does in her every day rounds. To this end, the case records of over thirteen hundred children were analyzed. Records were selected at random (every fifth record was taken) from a large number written by visiting teachers in New York, Chicago, and Kansas City.† The largest number of records was obtained from the New York visiting teachers, because the work has been established there for the longest time, because a larger number were available, and because the records have been kept more fully than elsewhere. The records represent work done by eighteen visiting teachers in twenty-four schools. They were written in three different years (1919, 1920, 1921), so that they cannot be influenced by emphasis on one type of work. The records are a fair representation of the work done in cities where the work is established and is now carried on by trained workers. They are well distributed throughout the grades. The fact that some of the records were incomplete in certain items makes the totals of various tables different, although the same number of cases was used.

The principal or class teacher refers the child to the visiting teacher with a brief statement of the child's difficulty or of the information that the teacher wants to have, in regard to the child.

The reasons for reference are: (1) scholarship, which includes:

* *Annals of The American Academy of Political and Social Science*—Vol. XCVIII, *The Visiting Teacher*, November, 1921, p. 82.

† Board of Education and Public Education Association.

(a) subnormality, (b) retardation, (c) deficiency in lessons, (d) precocity, (e) program adjustment, (f) other scholarship reasons, such as danger of repeating grades, misapportionment of time on subjects, etc.; (2) conduct and behavior—not incidental behavior or conduct, but conduct which is peculiar, unusual and "different"—which include: (a) misconduct in and out of school, (b) suspicion of moral delinquencies, (c) personality traits, which include the "difficult" child, the neurotic, the "queer" and unsocial child; (3) home conditions, which include: (a) poverty, (b) improper guardianship, (c) parental carelessness, (d) lack of coöperation with the school; (4) attendance and tardiness, which include: (a) employment of child, (b) retention of child in school, (c) lateness and intermittent attendance due to home conditions that require adjustment; and (5) health, which includes: (a) physical defects which require special treatment but are not nurse's cases.*

Table IX gives the number of boys and girls who were referred to visiting teachers and the reasons given by those who referred them:

TABLE IX.—REASONS GIVEN FOR REFERRING CHILDREN TO VISITING TEACHERS

Showing the distribution by numbers and sex of reasons given by principals and teachers for referring children to visiting teachers

Reasons given	Boys			Girls			Total	
	No.	Percent of reasons for reference	Percent of total	No.	Percent of reasons for reference	Percent of total	No.	Percent of reasons
1. Scholarship..	205	36	47	235	33	53	440	34
2. Home condition.....	126	22	41	175	24	59	295	23
3. Conduct....	129	22	64	73	10	36	202	15
4. Attendance and lateness	69	12	36	125	17	46	194	15
5. Health.....	51	8	29	125	17	71	176	13
Total.....	574	100	44	733	100	56	1,307	100

* National Committee on Visiting Teachers, *Monthly Report Blank.* Dept. Education (N.Y.C.) *Report on Special Classes*, 1920, p. 174.

Twelve percent more girls than boys were dealt with. This is in accord with the general impression that visiting teachers work more with girls than they do with boys. There is no statistical evidence to show why there is a difference. It may be due to the fact that teachers feel that the visitors can do more for girls than they can for boys, or it may be due to the fact that maladjustments of all sorts are more apparent in girls than in boys, i. e., the attitudes and mannerisms of boys tend to cover up difficulties or make teachers less sympathetic or observant.

In comparing the reasons for reference by sexes when the percents within each sex are taken, there is little difference except in case of conduct and health. The percentage in conduct cases among boys is higher (twenty-two percent) than it is among girls (ten percent). The difference in health is nine percent more girls. The fact that there is a larger percent of attendance cases among girls (seventeen percent) than among boys (twelve percent) is due to the practice of principals of referring boys' attendance cases to the attendance officer.

"Scholarship" constitutes about one-third of the total number of cases. Scholarship is emphasized among the visiting teachers of New York. In other cities this percent would probably be much smaller, because of the fact that the attendance work is greater and the fact that New York visiting teachers try to secure a specific reason for reference. They discourage the practice of referring attendance and health cases to them. The Rochester report on visiting teachers for 1922 showed that scholarship cases were six percent of the total number. The director stated that this low percent was due to the fact that many of the attendance cases were in reality other types of maladjustment, but that principals and teachers reported them as attendance.*

Fundamental Difficulties

Table X shows what the visiting teacher found to be the underlying difficulties in cases which were reported by the teacher or principal for certain deficiencies, such as poor scholarship, conduct, suspected neglect, etc. The difficulties found

* Report of Director of Visiting Teachers to Superintendent. Unpublished. Rochester, 1921.

TABLE X.—REASONS CHILDREN WERE REFERRED TO VISITING TEACHERS AND FUNDAMENTAL DIFFICULTIES FOUND

Showing how varied were the fundamental difficulties which the visiting teachers found to underlie cases which were submitted to them for some specific reason

Fundamental difficulties found by visiting teacher	Reason given to visiting teacher when case was referred*																		Per-cent
	Scholarship			Home condition			Conduct			Attendance			Health			Total			
	(205) Boy	(235) Girl	(440) Total	(120) Boy	(175) Girl	(295) Total	(129) Boy	(73) Girl	(194) Total	(69) Boy	(125) Girl	(194) Total	(51) Boy	(125) Girl	(176) Total	Boy	Girl	Total	
1. School maladjustment	20	27	47	7	6	13	6	4	10	..	2	2	..	2	2	33	41	74	5
2. Family uncoöperative	22	39	61	21	24	45	14	9	23	16	38	54	7	28	35	80	138	218	16
3. Bad environment	14	21	35	24	36	60	28	15	43	10	23	33	3	4	7	79	99	178	13
4. Scholastic inability	61	53	114	8	6	14	43	13	56	5	8	13	5	8	13	122	88	206	15
5. No supervision (home)	27	29	56	25	28	53	19	23	42	14	21	35	11	21	32	96	122	218	16
6. Financial need	7	21	28	40	68	108	6	4	10	13	28	41	7	8	15	73	129	202	15
7. Health	41	49	90	8	19	27	10	6	16	9	17	26	36	76	112	104	167	271	20

* The numbers given in parentheses above the terms "Boy," "Girl" and "Total" at the head of the table indicate the number of *cases* handled in the respective columns. The total number of *reasons given* for each column would have no significance, as in many cases more than one reason was stated in submitting them to the visiting teacher. They are therefore omitted.

were collected under the seven headings which are given in the table. The general fact to be noted in this analysis is that a number of basic difficulties underlie each cause as the school sees it. In other words, poor school work, misbehavior, and poor attendance are *symptoms* of more significant underlying causes which become evident on careful examination. There is no general cause for any one of the types of school misfits. The nearest general type is that of home deficiency if "lack of home coöperation" and "no home supervision of the child" are combined. The combined total is twenty percent. Health is a very important cause of children's troubles. Inability to do school work (fifteen percent) as a result of mental deficiency or other reasons, such as lack of interest in school, language difficulty and defective early training, is a common difficulty. School maladjustments (five percent), which included wrong placement, dislike of teacher, and wrong type of school work, is the least in the range of difficulties. The reasons for this may be due to the fact that it is not recorded as a reason, since changes of type of school work are difficult matters to accomplish, and since such recording may give offense to the school.

According to visiting teachers' analyses of fundamental difficulties underlying the maladjustment of school children the outstanding difficulty is some type of home deficiency. The most potent cause of children's school troubles is attributable to the failure of the home to function properly.

Table XI shows how the fundamental difficulties rank in order of frequency when considered under each of the reasons for reference. The table is the same as the preceding, except that it shows the difficulties by rank in number of frequencies rather than the actual number of times the difficulty was found. The most frequent difficulty-rank is different in each reason for reference, with the exception of "scholastic ability," which obviously is the cause of poor scholarship, and which is rated as the prime cause of difficulty found in conduct cases. Disability in school work was the chief cause of poor conduct. The chief difficulty in attendance cases was uncoöperativeness of the home. This, especially when it included mental deficiency, has been found to be the most important factor in truancy and

misconduct in school.* The difficulty which is most constant among the reasons which teachers and principals give for referring cases is that of "no home supervision". "School maladjustment" holds a consistently low place, but that may be due to the fact that schools in large cities frequently allow little leeway from the fixed routine.

TABLE XI.—RANK OF TYPES OF FUNDAMENTAL DIFFICULTIES CLASSIFIED BY CAUSES OF REFERENCE

Showing the rank, in order of number of instances, in which the fundamental difficulties were found under the reason for reference to the visiting teacher

Difficulty found	Reason for reference				
	Scholarship	Home conditions	Conduct	Attendance	Health
1. School maladjustment	5	6.5	6.5	7	7
2. Family uncoöperative	3	4	4	1	2
3. Bad environment	6	2	2	4	6
4. Scholastic inability	1	6.5	1	6	5
5. No home supervision	4	3	3	3	3
6. Financial need	7	1	6.5	2	4
7. Health	2	5	5	5	1

From the fundamental difficulties, the general functions of visiting teachers are outlined: (1) helping the child to progress in school; (2) securing financial assistance and advice for the family; (3) attempting to bring about conditions which will effect better environment for living; and (4) attempting to secure the coöperation of the family. Although the actual supervision of health must be the work of the nurse, the visiting teacher must know enough to recognize this fundamental difficulty and see to it that better physical conditions result.

Methods of Treatment

The methods of treatment used by visiting teachers to bring about better conditions for the children whom they serve are shown by further analysis of the case records. The actions

* Department of Education, N. Y. C., *Report on Special Classes*, 1916, pp. 30ff; and Public Education Association, *Truancy*, pp. 14–20.

TABLE XII.—TREATMENT FOLLOWED AND CAUSES OF REFERENCE

Showing the kind of treatment followed in the four factors which affect the maladjustment of the child by causes given when the case was referred by visiting teacher

Treatment	Reason given to visiting teacher when case was referred *																
	Scholarship			Home Condition			Conduct			Attendance			Health			Total	Percent
	(205) Boy	(235) Girl	(440) Total	(120) Boy	(175) Girl	(295) Total	(129) Boy	(73) Girl	(202) Total	(69) Boy	(125) Girl	(194) Total	(51) Boy	(125) Girl	(176) Total	(1,307)	
1. In School																	
Modified requirement	0	4	4	1	1	2	0	1	1	0	2	2	0	2	2	11	5
Change in class	27	18	45	6	3	9	12	8	20	3	5	8	1	4	5	87	35
Change in attitude	16	21	37	3	9	12	4	9	13	3	2	5	1	1	2	69	29
Changed school	24	21	45	2	6	8	7	3	10	1	1	2	2	2	4	69	29
Referred to other agents	0	6	6	2	22	4	0	0	0	0	0	0	0	0	0	6	2
																242	(11% of 1,307)
2. In the Home																	
Added attention to:																	
Physical condition	27	25	52	17	20	37	18	8	24	12	12	24	18	25	43	180	33
Mental condition	20	12	32	7	4	11	10	6	16	3	4	7	3	0	3	69	13
Moral condition	2	8	10	13	15	28	15	12	27	4	9	13	1	0	1	79	15
Home surroundings	4	31	35	20	24	44	8	5	13	5	11	16	3	3	6	114	21
Attitude toward child	17	7	24	20	27	47	9	9	18	5	3	8	1	0	1	98	18
																540	(23% of 1,307)

3. WITH THE CHILD																	
Added attention to:																	
Home study	17	20	37	6	4	10	15	5	20	1	1	2	1	3	4	73	10
Class work	25	27	52	13	14	27	22	8	30	3	4	7	4	0	4	193	27
Conduct	7	7	14	9	13	22	42	27	69	3	4	7	4	2	6	118	16
Attendance	10	6	16	9	14	23	13	10	23	13	29	42	1	5	6	110	15
Health	7	31	38	15	21	36	2	3	5	5	4	9	23	40	63	151	21
Mental attitude	4	23	27	7	7	0	24	8	32	1	3	4	1	1	2	79	11
																724	(32% of 1,307)
4. THROUGH OUTSIDE AGENCIES																	
Regulated play	0	8	8	0	6	5	0	0	0	1	1	2	2	2	4	19	2
Clubs	7	14	21	5	7	12	1	7	8	2	6	8	0	0	5	54	7
Excursions	1	7	8	2	4	6	6	9	15	0	0	2	2	1	3	88	13
Country outings	8	13	21	7	6	13	1	3	4	2	5	7	5	14	19	64	8
Financial relief	10	32	42	35	41	76	17	6	23	22	24	46	8	7	15	202	27
Care of health	25	30	55	18	28	46	18	9	27	6	15	21	19	55	74	223	29
Opportunity study	12	23	35	4	10	14	4	8	12	1	0	1	1	3	4	66	9
Correction	5	7	12	7	7	14	5	8	13	2	1	3	0	1	1	43	5
																759	(34% of 1,307)

* The numbers given in parentheses above the terms "Boy," "Girl" and "Total" at the head of the table indicate the number of *cases* handled in the respective columns. The total number of *reasons given* for each column would have no significance, as in many cases more than one reason was stated in submitting them to the visiting teacher. They are therefore omitted.

taken are grouped under four headings: (1) "in school"; (2) "in the home"; (3) "with the child"; and (4) "through outside agencies." The specific action taken within these groups is shown in Table XII. The fact that in some cases several methods of treatment were checked accounts for the number under "methods of treatment" being higher than the total number of individuals.

The general methods used in the treatment of cases are listed according to the agency involved. "Coöperation through outside agencies" as a type of treatment was used most frequently—thirty-four percent; "action taken with the child"—thirty-two percent of the total; "action instituted through visiting teacher in the home"—twenty-three percent; and "action taken in the school"—eleven percent.

Action taken through outside agencies is especially large because of the large number of activities which it includes, such as remedying physical defectiveness, securing financial relief for the family, securing outings for children during summer months, and so forth. The small number of changes within the school is due, no doubt, to the inelasticity of school organization. Since all of these records are of elementary children, one would not expect that many modifications could be made in the course of study (five percent). Change in class was used most often in school adjustment—thirty-five percent. Visiting teachers secure the transfer of children to open air classes, ungraded classes, rapid promotion classes, and other special groups. There is no record of the number of changes of class due to antipathy to the teacher. Change of school was relatively large—twenty-nine percent, because in large cities some schools afford special classes while others do not. Technically, a large percent of these cases should be included in change of class.

In twenty-nine percent of the cases of school adjustment, the attitude of the teacher was changed. This percent is low because such an item is not marked unless the situation was such that the visiting teacher had to make a special effort. Action taken in the home shows that a large part of the treatment was that of endeavoring to change the attitude of parents or other members of the family. Mental attitude of parents to-

ward the child comprised eighteen percent; moral standards and conditions, fifteen percent; and the general mental set of the family toward the school and toward one another, thirteen percent. Physical condition and home surroundings amount to fifty-four percent. These activities include securing physical treatment for other members of the family, obtaining material relief, endeavoring to create better health conditions through sanitation and better habits of living, and getting the family to move to better quarters. In dealing with the child, the visiting teacher emphasizes the necessity of his doing his school-work well. This is shown by the thirty percent of cases in which more attention to home study (ten percent) and to class work (twenty-seven percent) was given. Change of conduct in the child was necessary in sixteen percent of actions taken with the child. Attention to health was required in twenty-one percent of the cases, and change of attitude of the child in eleven percent.

These types of action taken by the visiting teacher reinforce their statement that the most effective measure is personal supervision. They also show that their major tasks are those of changing the mental attitudes of people in contradistinction to bringing about physical adjustments by relief and medica measures.

Specific Treatment by Agents

Action taken in the treatment of the various cases varies in each factor, such as the school, the home, the child, and the agency. In school adjustments, change of class was most frequent in scholarship and conduct cases. Change of school was used equally as much in scholarship. Change of school was not large because in some schools vocational, open air, and opportunity classes are not organized. Transfers to other schools are difficult because of crowded conditions. Change of attitude of the teacher and principal is next in order of frequency in scholarship and conduct cases. This means that there was a definite effort on the part of the visiting teacher to bring about a change of attitude. Change of attitude is not so recorded unless the visiting teacher made a special effort to secure it.

Treatment which affected the home was used frequently in

all types of cases. With the exception of conduct and home condition cases, added attention to the physical condition of the child is mentioned most frequently in dealing with the home. In scholarship cases the emphasis in treatment is as follows: (a) physical condition of the child—(most frequent); (b) more attention to home surroundings, which in this case means better facilities for study and sleep; mental condition, meaning freedom from worry; creating interest in work, and decreasing undue excitement; (c) attitude toward child, including sympathetic supervision and avoidance of continual nagging; and (d) moral condition of the child, which means more attention to his behavior, his whereabouts, and associates. The order of frequency in terms of treatment in cases involving adverse home conditions is: (a) attitude toward the child; (b) home surroundings; (c) physical condition of the child; (d) moral condition; and (e) mental condition. In conduct cases greater attention to physical condition of the child is used almost as frequently as attention to moral condition. In attitude toward the child, more attention to obedience was emphasized, especially since so many of the children were "spoiled" in the estimation of the visiting teacher. Physical condition of the child is the most important item in the home treatment of attendance cases.

Table XIII shows the types of treatment applied to the child. Ranks indicate the types of treatment in the order of frequency, e.g., "1" indicates the greatest frequency.

TABLE XIII.—TYPES OF TREATMENT APPLIED TO THE CHILD, RANKED BY FREQUENCY

Added attention to	Scholarship cases	Home condition cases	Conduct cases	Attendance cases	Health cases
Home study	3	6	5	6	4.5
Class work	1	2	3	3.5	4.5
Conduct	6	4	1	3.5	2.5
Attendance	5	3	4	1	2.5
Health	2	1	6	2	1
Mental attitude	4	5	2	5	6

The most common treatment has been concerned with added attention to health conditions and more strenuous endeavor in

class work. More outside agencies were used in scholarship and adverse home condition cases. Health agencies were used most; relief agencies ranked second in the number of times used. In scholarship cases, agencies were used in the care of health, in financial relief, and in affording opportunities for study. In the latter cases, settlement libraries and boys' clubs were used as places where pupils could study. The number of agencies used in aiding better scholarship indicates how seriously the visiting teacher considers her function of aiding the teacher in the promotion of better class work. The question which could be raised in regard to the use of outside agencies is: Why have not visiting teachers made wider use of recreational facilities, especially since studies, such as the Cleveland Recreational Survey, have shown that the use of leisure has a direct bearing on the problem of delinquency? There is little in the analysis to indicate the use of such educational and recreational agencies as the Boy Scouts, Camp Fire Girls, and Girl Scouts. This may be due to lack of such organizations in the neighborhoods served.

Measures Found Effective

Another analysis which indicates the type of work visiting teachers do is shown in the final estimate of the measures which they found effective. In recording cases, some visiting teachers give a final estimate when their cases are closed. These final estimates are more significant than are the methods of treatment recorded while the cases are in progress. The items which are given are general, but they indicate the type of treatment which seemed successful.

Table XIV shows effective measures analyzed by cause of reference. Taken as a whole, the most effective measures in order of frequency of use were: (1) personal supervision, thirty-five percent; (2) use of coöperating agencies, twenty-four percent; (3) remedying physical defects, fourteen percent; (4) family coöperation, fourteen percent; (5) change of class, six percent; (6) coöperation of the teacher, and securing additional tutoring, five percent; and (7) changing school, two percent. The predominant use of personal supervision (thirty-five percent) shows that the visiting teacher gives a personal service

TABLE XIV.—ANALYSIS OF FINAL ESTIMATE OF MEASURES FOUND MOST EFFECTIVE

Showing the measures which the visiting teachers found to be most effective, analyzed by cause of reference

Measures found most effective	Reasons given to visiting teacher when case was referred															Total Both Sexes (1,260)	Percent
	Scholarship			Home condition			Conduct			Attendance			Health				
	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total		
1. Personal supervision	49	73	122	36	65	101	49	31	81	34	58	92	15	31	46	442	35
2. Health	34	19	53	11	11	22	8	6	14	8	15	23	29	40	69	181	14
3. Coöperative agencies	20	47	67	43	44	87	28	14	42	16	31	47	14	31	45	288	24
4. Change of class	19	19	38	7	5	12	6	4	10	5	2	7	3	5	8	75	6
5. Coöperation of teacher	7	7	14	0	4	4	2	3	5	2	0	2	1	3	4	29	2
6. Tutoring	12	21	33	2	2	4	1	3	4	1	1	2	0	1	1	44	3
7. Change of school	4	5	9	1	3	4	3	4	7	1	2	3	0	3	3	25	2
8. Family coöperation	25	25	50	12	17	29	28	11	39	11	10	21	10	25	35	174	14

which is more than that of coördination. It shows, too, that her conception of social work is in accord with the standards set by the leaders in that work; that social service is more a problem of dealing with personalities in furtherance of their greatest possible growth than it is a matter of doling out charity. The general type of work shows that the visiting teacher does not deem it her duty to duplicate services which other agencies of the community are performing and which they have specialized in. She follows the practice of transferring all cases which can be best served by other established agencies directly to those agencies. It also shows her interest in securing permanent family rehabilitation instead of using temporary palliatives. Her service in securing the coöperation of the home is shown by the number of times this type of action was resorted to. When various types of school action are combined, the general total shows that adjustment of the school to meet the individual's need is an important function of the visiting teacher.

Direct action with children and parents is the most effective measure. Securing other helpers to improve physical and social conditions is the second most effective means.

Outcome of Cases

In recording the outcome of the cases, two types of statements are made: (1) evidence of school progress, such as promotion, demotion, retention in class, change of school, or securing of employment certificates, and (2) the visiting teacher's estimate in regard to the outcome as far as the individual's general status is concerned. The final estimates are not recorded for all cases. There is no evidence that there has been selection of any sort. One reason for lack of complete records, in addition to the common failure to keep complete records, is that the case records are completed at the end of the school year and in many instances it is a difficult matter to determine the exact outcome of from five hundred to eight hundred cases after grades are sent in. The following tables, Tables XV and XVI, cannot be taken as giving the whole statement of the results obtained, but they will show the trend of outcomes.

On the basis of the thirty-seven percent of all records which

TABLE XV.—THE OUTCOME OF CASES REFERRED TO VISITING TEACHERS FOR VARIOUS REASONS

Showing the outcome in terms of school standards of cases classified according to reason for reference

Outcome of case	Reasons given to visiting teacher when case was referred *																		Per-cent
	Scholarship			Home condition			Conduct			Attendance			Health			Total			
	Boy (205)	Girl (235)	Total (440)	Boy (120)	Girl (175)	Total (295)	Boy (129)	Girl (73)	Total (202)	Boy (69)	Girl (125)	Total (194)	Boy (51)	Girl (125)	Total (176)	Boy (574)	Girl (733)	Total (1,307)	
1. Promoted	41	34	74	16	23	39	28	18	46	5	9	14	7	19	26	97	103	200	41
2. Not promoted	29	12	41	3	2	5	6	5	11	0	3	3	3	4	7	41	26	67	14
3. Graduated	8	24	32	5	4	9	3	3	6	1	3	4	1	4	5	18	38	56	12
4. Left city	2	3	5	1	2	3	2	0	2	2	2	4	2	3	5	9	10	19	4
5. Other public schools	1	2	3	3	5	8	10	9	19	2	4	6	1	3	4	17	23	40	8
6. Parochial school	2	4	6	5	2	7	6	4	10	0	0	0	1	1	2	12	11	25	5

* The numbers given in parentheses below the terms "Boy," "Girl" and "Total" at the head of the table indicate the number of *cases* handled in the respective columns. The total number of *reasons given* for each column would have *no* significance, as in many cases more than one reason was stated in submitting them to the visiting teacher. They are therefore omitted.

TABLE XVI.—EXTENT CASES WERE ADJUSTED

Showing the final estimate of visiting teachers in regard to the extent the cases were adjusted

Extent adjusted	Reasons given to visiting teacher when case was referred																		Percent
	Scholarship			Home condition			Conduct			Attendance			Health			Total			
	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total	
1. Improvement	94	118	212	74	114	188	75	45	120	47	66	113	34	79	113	324	422	746	74
2. Partial improvement	33	39	72	15	24	39	21	12	33	4	12	16	8	10	18	81	97	178	18
3. Not adjusted	23	12	35	8	9	17	8	4	12	7	9	16	2	7	9	48	41	89	8
Marked	150	169	319	97	147	244	103	61	165	58	87	145	44	96	140	453	560	1,013	100
Not marked	55	66	121	23	28	51	25	12	37	11	38	49	7	29	36	121	173	294	
Total cases	205	235	440	120	175	295	129	83	202	69	125	194	51	125	176	574	733	1,307	

were marked in regard to school outcome, forty-one percent of the children were promoted; twelve percent were graduated; fourteen percent were failures; sixteen percent secured employment certificates; and the remaining seventeen percent changed to other schools or left the city. In comparing the percent of promotion, including graduation, with that resulting from the examination of school records of visiting teacher pupils (see page 117), the percent is not so large. Upon that basis, the above percent of promotion is a conservative figure.

Out of one thousand and thirteen case records which were marked, seventy-four percent of the pupils showed improvement in the final estimate of the visiting teacher; eighteen percent showed partial improvement; and eight percent showed no improvement. Improvement was not more characteristic of any one general cause of reference than of another.

Comparison of Improvement in Scholarship

Since the visiting teacher endeavors to assist in the improvement of scholarship, an attempt was made to determine whether pupils who come under her care do improve in that respect. No controlled experimental study was possible; so a study of school marks was made. From the case records of four visiting teachers, names of children who had been referred for scholarship were obtained. This was done toward the end of the second semester (1920) and in the summer. After school closed, wherever it was possible the records of the visiting teacher's pupils were traced from the beginning of the school year to the end (September, 1919–June 20, 1920). In order to secure a "control" group (non-visiting teacher), marks of children who met the following requirements were secured—(1) same room in same building; (2) same teacher; (3) same sex; (4) same school history for previous year; and (5) same marks that the visiting teacher's pupil was making at the time the visiting teacher took the case. No special effort could have been made by the visiting teacher to give the pupils additional help, for most of the visiting teacher's records were not secured until after school closed. So far as could be found by inquiry, regular class teachers are not biased by referring a case to the visiting teacher. They

usually refer to her those who are in greatest danger of failing. The fact that the ratings came from at least seventy-one different teachers would reduce the probability of this constant factor. In two schools there was departmental teaching. Since these records were taken from very large schools, and since the visiting teacher's pupils would be transferred to one class and the control pupil to another, in many cases it was impossible to trace the child's record throughout the whole year. The visiting teachers were well trained and were experienced in visiting teacher work. Two of them were under the Board of Education and did extensive work in a large number of cases; two were under the Public Education Association and did intensive work, having relatively few cases each year. The schools were distributed as follows: two were on the East Side, one in upper Manhattan, and one in the Bronx, New York City.

Table XVII shows the number of visiting teacher pupils who were promoted and who failed, in contrast with the number of non-visiting teacher pupils. The table shows that there were twenty percent more promotions from the visiting teacher group than from the non-visiting teacher group at the end of the first semester; also that nineteen percent more promotions were made from those who were under the supervision of the visiting teacher for two semesters than from those who were not under her care. The percentage of failures from the visiting teacher group was thirty-seven, that from the non-visiting teacher group was fifty-seven during the first semester. At the end of the second semester the same ratio of percentage held. According to these data those in the visiting teacher group were promoted by the ratio of twenty percent more than were those not under visiting teacher supervision. In other words, the promotion record of children whom the visiting teacher supervised was appreciably better than the record of those not supervised. This should have an important bearing upon the question of the effect the visiting teacher has on retardation. It suggests, too, that more extensive investigation might well be made of this problem. Whether or not the bias of the class teacher affects the problem—which is unlikely in a large group of teachers—does not invalidate the fact that more of the visiting teacher pupils *were promoted*

and that the Board of Education was at least saved the expense of keeping them in the same grade.

TABLE XVII.—COMPARISON OF IMPROVEMENT IN VISITING TEACHER PUPILS AND NON-VISITING TEACHER PUPILS

Showing the number of pupils of each group who improved, remained the same, and did worse at the end of the semester than at the beginning.

First Semester

Schools	Improved over initial mark		Same as initial mark		Worse than initial mark	
	VT (364)	Non-VT (279)	VT (364)	Non-VT (279)	VT (364)	Non-VT (279)
A	89	31	69	64	0	2
B	46	14	14	28	0	2
C	14	13	12	27	3	2
D	69	51	45	43	3	2
Total number pupils.....	218	109	140	162	6	8
Percent of group.....	60	39	38	58	2	3

Second Semester

	VT (190)	Non-VT (195)	VT (190)	Non-VT (195)	VT (190)	Non-VT (195)
A	70	43	16	22	3	10
B	18	8	1	7	0	0
C	12	13	4	10	1	1
D	52	55	13	24	0	2
Total number pupils.....	152	119	34	63	4	13
Percent of group.....	80	61	18	32	2	7

Table XVIII shows the general trend in regard to scholarship in cases referred to the visiting teacher for that reason. The trend of the non-visiting teacher group is indicated in the same manner. Of those under the supervision of the visiting teacher for one semester, sixty percent made improvement over their

initial marks; thirty-eight percent made the same marks as they did when they were referred to the visiting teacher; and two percent did worse than they were doing when the case was referred. In contrast to the visiting teacher group, thirty-nine percent of the non-visiting teacher group improved—a difference of twenty-one percent in favor of the visiting teacher group. Fifty-eight percent made the same marks in contrast to thirty-eight percent—a difference of twenty percent in favor of the visiting teacher group. In the second semester, the improvement in the visiting teacher group (80) was greater by nineteen percent than in the non-visiting teacher group (61).

TABLE XVIII.—AMOUNT OF INCREASE IN IMPROVEMENT IN SCHOLARSHIP IN FIRST SEMESTER

Showing the distribution of number of pupils of each group by amount of difference between the initial mark and mark at end of first semester.

Groups	Number of pupils who made improvement of specified units										
	5	4	3	2	1	0	−1	−2	−3	Average	S. D.
Visiting teachers.... Pupils (364)	1	5	14	191	7	140	0	6	0	1.22	1.15
Non-visiting teachers Pupils (279)	0	4	6	107	2	152	0	8	0	.84	1.17

Difference of the Averages..... .38
Probable Error of Difference..... .062
Critical Ratio..... 6.03

More exact data to show the difference of the averages of the visiting teacher group and the non-visiting teacher group are given in the tables. Letter grades are given in these schools as follows: A (highest mark); B plus; B; C plus; C; D plus; and D (failure). Arbitrary values were assigned to these letter grades as follows: 8, 7, 6, 5, 4, 3, 2. The difference was then found betweeen the initial grade (grade when the visiting teacher received the case) and the grade at the end of the semester. This was done for cases during the first semester, in Table XVIII. The difference in the initial mark and the final mark at the end of the second semester is given in Table XIX.

TABLE XIX.—AMOUNT OF INCREASE IN IMPROVEMENT IN SCHOLARSHIP IN SECOND SEMESTER

Showing the distribution of number of pupils of each group by amount of difference between the initial mark and mark at end of second semester.

Groups	Number of pupils who made improvement of specified units as follows:												
	6	5	4	3	2	1	0	−1	−2	−3	−4	Average	S. D.
Visiting teachers.. Pupils (186)	2	2	10	12	125	1	30	2	2	0	0	1.8	1.22
Non-visiting teachers ..... Pupils (195)	0	2	12	8	95	2	63	2	10	0	1	1.3	1.6

Difference of the Averages 5
Probable Error of Difference ..... .119
Critical Ratio 4.1

In the one-semester cases, fifty-two percent of the visiting teacher group made improvement of one whole mark (two half steps, e. g., C to B, or D to C, etc.); thirty-eight percent made no improvement over the initial grade. In comparison, thirty-eight percent of the non-visiting teacher group made as much as one whole mark in improvement; fifty-four percent made no improvement. Improvement by one whole mark was thus fourteen percent greater in the visiting teacher group, while sixteen percent less children in that group continued to make the same mark.

The most significant evidence is that of the difference in the averages of the two groups. In order to determine the reliability of these differences, the critical ratio was used. For comparison of groups in both semesters the critical ratios were over three, a fact which indicates that the differences were significant and that they were not due to a lack of a sufficient number of cases or to chance selection.*

*The technique involved in determining the Critical Ratio of the Difference of Averages was devised by Dr. J. R. McGaughy of Teachers College, Columbia University. Full description of the technique may be found in his study on *Fiscal Administration of City School Systems*, pp. 7–10, and the Statistical Appendix. If the ratio of the P. E. of the

The difference of the averages of the visiting teacher group and the non-visiting teacher group was .38 for the one semester comparison, with a probable error of the difference of .062 and a critical ratio of 6.03. In the second semester comparison the difference of the averages was .5; the probable error of the difference .119; and the critical ratio 4.1. From a statistical standpoint, the differences in averages are real. In the first semester groups, the difference is over one-third of a step; in the second semester groups, the difference of the averages is exactly one step, or one-half a mark (C to C plus).

Functions

The survey by the National Association of Visiting Teachers and Home and School Visitors gave the general functions of the visiting teacher as "interpreting the home to the school" or "helping the individual child."* There is need of a more specific analysis to furnish a basis for standardization of the work and to make clear the school organization. In order to secure a more detailed list of functions, an analysis was made of three hundred case reports and these were checked and expanded after interviews with visiting teachers. This list was made a part of the inquiry. (Described on page 122 ff. and given in the Appendix, page 199 ff.) Visiting teachers were asked to indicate (a) those functions which they *were performing*, and (b) those functions which they thought visiting teachers *should perform*. Seven other classes of judges were asked to check functions which visiting teachers should have. The following criteria were used in determining the visiting teacher's functions:

Difference of the Averages to the Difference between the two averages is less than 3, the difference is unreliable because of inaccuracies or insufficent sampling. The formula is:

1. Critical Ratio $= \frac{\text{Difference of Av.}_a \text{ and Av.}_b}{\text{P. E. Difference}}$

2. P. E. Difference $= .6745 \sqrt{\frac{\sigma_a}{N_a} + \frac{\sigma_b}{N_b}}$

3. N_a & N_b — N equals number of cases in each group.
   a and b subscript represent the first and second group respectively.

* *The Visiting Teacher in the United States*, p. 60. Inquiry of 1916—unpublished.

1. Seventy-five percent of the visiting teachers who checked functions which they were carrying out approved the list.

2. Seventy-five percent of the total judgments favored those functions in the list.

3. Seventy-five percent of the visiting teachers favored those listed.

These criteria were used because visiting teachers are best qualified to express an opinion regarding the specific nature of their work. The actual practice indicates how well established the work is at present. The opinions of school officials are necessary to give proper emphasis to the school's view of what the work should be.

The following list constitutes the "core" functions of visiting teacher service. She should:

1. Interview parents in regard to the children's personal history, habits, temperament, and interests.
2. Analyze the child's social environment, home and neighborhood.
3. Confer with parents to enlist their coöperation when the child shows signs of falling below the school's standards of scholarship, conduct, etc.
4. Try to adjust home conditions, whereby more favorable conditions will be attained in regard to school work, conduct, attendance, and interest.
5. Aid mothers in planning their work so that it will not be a handicap and a burden to children.
6. Interpret the school's purposes and ideals, as well as the meaning of school marks to foreign and ignorant parents.
7. Secure the family history, the personal history of the child and the social data for the psychologist when mental deficiency is suspected.
8. Aid in securing better school adjustment for misfits.
10. Secure the psychological examination of children suspected of mental deficiency.
11. In very difficult problem cases secure an expert psychiatric examination with the approval of the psychologist.
12. Bring to the principal and the teacher all data which will make for a better understanding of the child.
13. Secure personal and social data for the principal and the

teachers which can be utilized in making educational procedure more effective.

14. Advise parents of the community agencies which will aid them in present difficulty.
15. Refer to and secure the coöperation of relief agencies when the family is in need of help.
16. Secure the services of visiting nurses or the hospital when illness is found in the family.
17. Report cases of suspected contagious diseases to the nurse or health authorities.
18. Aid the nurse in persuading parents to provide for medical or surgical treatment, including securing glasses.
19. Take or have children taken to special clinic in case of difficult physical defects if the outside duties of the nurse prohibit her from doing so.
21. Aid in securing scholarships for promising children who should remain in school.
22. Refer working mothers with small children to nurseries when necessary.
23. Aid families in need of work to secure employment through legitimate agencies.
26. Endeavor to find out the causes of unusual misconduct and endeavor to remedy conditions.
27. Confer with parents in regard to misconduct and endeavor to change the child's interests or help him to drop bad associates.
28. Secure the coöperation of recreational agencies, libraries, Big Brothers and Big Sisters, in the prevention of possible delinquency.
29. In extreme cases refer misconduct to the juvenile court or to a society for the prevention of cruelty to children.
31. Coöperate in every way possible with the probation officers of the juvenile court.
33. Refer cases of improper guardianship to child welfare agencies.
34. Report immoral neighborhood influences to a proper organization.
35. Investigate the home conditions of children who request working papers.
40. Secure the assistance of a religious organization when the family needs moral and friendly encouragement.

41. Represent the school in all dealings with special agencies.
44. Investigate the causes of intermittent attendance.

The following should be included with certain limitations. These were met by two of the three criteria mentioned above:

20. Secure, through the coöperation of a social agency, summer outings for anemic children.
24. In rare cases, provide emergency relief for needy families.
25. Secure, with the coöperation of the principal, special tutoring.
30. Represent the school in which the pupil belongs, when the child is brought into court.
36. Advise and endeavor to assist children leaving school for work.
37. Aid in Americanization work—getting parents into evening schools, Americanization classes, interpreting American customs, traditions and ideals.
38. Bring to teachers and principals an understanding of foreign parents.
39. Assist the school in organizing parent-teachers' associations.
42. Register cases in the social service exchange when the cases warrant.

In those which are numbered 20, 25, 36, 37, 38, 39, 42 the functions were not being carried on by seventy-five percent of the visiting teachers. However, since these functions are those which are found in the largest cities, it means that the visiting teachers in small communities have no conditions which require such service, or no special agencies to give this type of assistance. To secure summer outings for anemic children may, in many communities, be taken care of adequately by the medical staffs of the schools. In that event, there is no need for the visiting teacher to do this work. To secure special tutoring should be the duty of the principal of the school; the visiting teacher should have as her duty making the suggestion and giving any assistance necessary in helping pupils who are failing in their subjects. In New York City, students of Hunter College have acted as tutors with very satisfactory results. Vocational guid-

ance and Americanization work have become specialized functions. The visiting teacher should not attempt to take over the activities of these specialists; in smaller communities, where she is the sole person who can give such assistance, she should perform such duties. In larger school organizations, her relations with these fields must be very close. The use of the social service exchange should be a function of the visiting teacher, since it is a device which saves much time and duplication of effort. By no means should all cases be registered in the exchange. Many of the visiting teachers' cases are of such a nature that they do not require, or have no bearing, on the work of any of the community's agencies. Any situation which involves family relief, serious moral conditions, mental deficiency, or general physical defectiveness, all of which have a bearing on the use of the community resources—or their possible use—should be registered.

In the list of suggested functions, of which there were forty-four, the following items were not approved by the visiting teachers, are not now performed, nor approved by the combined opinion of the judges:

9. Give preliminary mental tests to help the teacher to get a more accurate knowledge of the child's ability.
24. In rare cases provide emergency relief for needy families.
30. Represent the school in which the pupil belongs when the child is brought to court.
32. Refer cases to the domestic relations court, or to a similar court when domestic difficulties interfere with the child's development.
43. Take charge of the case for the school when the pupil is committed to any institution.

There was very positive agreement in all groups that the visiting teacher should not give mental tests. This function is looked upon as not pertaining to the work of the visiting teacher, but to that of the psychologist. Giving emergency relief in rare cases (Item 24) is done by slightly more than fifty percent of visiting teachers; it is approved by more than seventy-five percent, but other groups do not approve. Confusion as to the

meaning of the term "emergency" caused disapproval of the inclusion of "24" on the part of some judges. Visiting teachers understand the function to mean the giving of clothing and shoes. The principle that visiting teachers should not engage in direct social relief work but that such work should be carried on by other recognized agencies of the community should hold. However, in cases of dire need, where immediate relief must be given, it is likely that the visiting teachers will do as they have done in the past—give relief. Visiting teachers do not care to be considered as official representatives of the school in court, especially if the duty carries with it the implication that they must be the attorney for the school or must prosecute the case. On the other hand, they do appear in court with the children and their families, usually to give testimony regarding the child's record in school and any facts which might aid the judge in handling the case. Visiting teachers are the logical agents to be informed in regard to children placed on probation by the juvenile court. They should coöperate with the probation officers. In larger cities, where there is considerable court work among school children, the central staff of the visiting teacher department should have a court representative and should organize a system of reporting the summoning of children to the court and the disposition of the cases. This system should also provide for notification to the visiting teacher in the school to which the child returns as to the disposition of the case and its possible follow-up. Rochester is the only visiting teacher department which maintains close official relations with the courts in which children appear. In communities where there are agencies which will aid parties in presenting their difficulties to a court of domestic relations, there is no need for the visiting teacher to refer such cases. This does not keep her from giving advice in regard to the procedure involved in referring a case. The disapproval of the suggested function of taking children to institutions when they have been committed is justified, in that such a function belongs to other agencies, either philanthropic or legal.

Procedure in Day's Work

From observation of typical work in cities and the outline of a day's work in a previous inquiry,* the following is the general procedure.

The visiting teacher goes to the school at the same time as does the regular teacher. During the first part of the morning she confers with the principal in regard to any cases of the previous day and in regard to any cases which he is anxious for her to investigate. During this time she assists him in conferring with parents who have come to school with their children. In many schools she calls on class teachers before the beginning of school. The visiting teacher prefers to talk to the teacher about a child, because in that way there is less chance for misstatement of the difficulty. An accurate statement of the facts saves the visiting teacher embarrassment later in the home. The visiting teachers usually have the right to visit the classrooms to observe children in whom they are interested. The nurse and attendance officer (if the visiting teacher does not have attendance functions) are called upon in regard to mutual interests or transfer of cases. Teachers usually give visiting teachers new cases and discuss the progress of older ones. The visiting teacher usually gives the teacher the results of her investigation and discusses possible plans of treatment. In some school systems the teacher fills out an information or registration card which sets forth the essential information pertaining to a child whom she considers a case for the visiting teacher.† On the card there is space for the visiting teacher to give a very brief statement of the conditions found.

After new cases have been received, the visiting teacher investigates the school records of the children under consideration. Some of the facts which she is interested in finding are: (a) date of birth; (b) date of entrance in school; (c) progress through the grades; (d) names of schools attended; (e) school record in marks, especially in regard to scholarship, attendance,

* National Association of Visiting Teachers and Home and School Visitors, *The Visiting Teacher in the United States.*

† Rochester, Chicago, Kansas City, use this plan, also all the visiting teachers under the Public Education Association and the National Committee on Visiting Teachers.

and conduct; (f) record of physical examinations; (g) record of any mental or educational tests; (h) family data, such as present address, occupation of parents, nationality. She is particularly alert to find any clues in regard to sub-normality or backwardness, change in school standing, attendance record which might indicate the attitude of the home, and conduct which would give some basis for a home interview.

If possible, the visiting teacher interviews the child in school. There is no fixed practice in regard to calling children out of the classrooms for interviews. Some visiting teachers confer with the children at recess, at noon, before school, or at times when the child is being examined by the nurse. The number of conferences which the visiting teacher holds with pupils, parents and social workers makes it important that she have an office in which some degree of privacy can be had. Over seventy-five percent of the visiting teachers report that offices are provided. The office should be provided with a telephone, or a telephone should be accessible.

In the interview, the visiting teacher attempts to secure the confidence of the child and to allay suspicion that she is an agent of the school with disciplinary powers. One of the most important traits which a visiting teacher should possess is the ability to win the confidence and friendship of the child. She endeavors to secure facts which bear on the situation. Training in child psychology, in social investigation, and possession of desirable personal traits enable her to obtain certain clues to be used later. Investigation is not the only purpose of this first interview; at this time she begins to outline a tentative plan of treatment and tries to secure the child's coöperation.

Approximately half of her time is spent in visits to homes and in other visits, such as taking children to clinics, and in calling on agencies. From the reports, the practice of visiting homes in the morning and in the afternoon is about evenly divided; there is a slight preference for afternoon visiting. In foreign districts, some visiting teachers feel that afternoon visiting brings better results, because more mothers can be found at home and there is less likelihood of disturbing a father or mother who is compelled to sleep late on account of night work. An-

other advantage is that at this time most of the housework is completed.

The common introduction to the family is: "I have come from the school"; or "I am a teacher from the school"; or "The school sent me to see you". The visiting teachers do not explain why they have come, in the introductory statement; they wait until they get a reaction to the statement, "I come from the school."* At such times, there is no set practice regarding the presence of the child in whom the visiting teacher is interested. In some cases there is a decided advantage in not having the child present; in other cases it is highly desirable to observe the child's attitude and behavior in the home. Sometimes the investigation leads the visitor to the place of employment of the mother or father, to the homes of older sisters or brothers, or to neighbors. Frequently night calls and Sunday calls are made, when all members of the family are at home. The reactions of the family when all are together is an important factor in the diagnosis of many cases.

In some cases, because of the interview and the home visit, the visiting teacher may think it advisable to call the social service exchange to find out what social agencies have known the family or are interested in them at the time. If the social exchange reports that other agencies are interested, the visiting teacher proceeds to find out what they have done in regard to the situation.

These steps constitute the investigation and preliminary diagnosis of the facts in the case. In the light of the observations made and the facts discovered, the visiting teacher makes a tentative diagnosis and prepares a plan of treatment. As in teaching a lesson, the steps are not always clearly outlined. The plan of treatment is often formulated as the investigation proceeds. However, more deliberation in weighing facts and in carefully outlining a plan of treatment makes for the development of a higher type of service.

After the plan is made, it is discussed with the principal, especially if he is concerned with the treatment of the problem.

* Interviews with visiting teachers in Kansas City, Chicago, and New York.

In nearly all cases, the class teacher is consulted. It is highly important that the teacher be asked to assist in making the plan, for (a) in the end her work is the main objective, (b) her coöperation is necessary in most cases, and (c) her clear understanding of the factors involved give her a background for future classroom relations.* It is important that the principal get the same data in regard to groups of children in order that he may modify school organization and school methods to meet the needs of groups. In cases which are more involved, the visiting teacher should call a conference of all school representatives, representatives of social agencies, and in some cases, parents. With the help of these she should work out a plan of treatment. This is the application of the case committee plan used in family case work by child welfare agencies. In some cases the counsel and advice of the supervisor or some other visiting teacher may be valuable. Such a conference should be held where it is not clear as to what school agent† should be responsible for the initiative in a given case or in type cases. The same plan holds for the determination of the field of service of outside agencies that are concerned with the child. The frank exchange of opinion and the analysis of duties should prove profitable to all concerned in this phase of educational procedure.

The plan of treatment involves nearly all the factors concerned in the investigation. All the technique of social case work as well as those educational principles which have to do with changing habits and attitudes are applicable.

Results are obtained through the ability of the social case worker to combine (a) insight into individuality and personal characteristics, (b) insight into resources and environment, (c) direct action of mind on mind, and (d) indirect action through the social environment in such fashion as better to enable the individual to make adjustments and develop his personality.‡

* These same reasons hold true in regard to the principal, but not to such a degree.

† Nurse, attendance officer, teacher, visiting teacher, or vocational counselor.

‡ Richmond, Mary—*What is Social Case Work?* pp. 99, 101–103.

The more detailed account of the work of the visiting teachers gives the specific measures used in treatment in which the child, home, school, and social agency are concerned.* Case stories which give a description of the methods used in various types of problems are given in the Appendix, page 163 ff.

Records and Record Keeping

Record keeping constitutes an essential part of the procedure in visiting teacher work. The variety of forms used and the incompleteness with which records are generally kept indicate the need of immediate steps toward the standardization of forms and the adoption of essentials in record keeping. This statement is made upon the bases of (1) a study of a wide collection of forms now used and the examination of records kept in all the more important centers with the exception of Minneapolis; (2) an analysis of over fifteen hundred case records in which were noted the number of items that were unmarked; (3) the common criticism of the leaders of the movement, and (4) the use of vague terms employed in making diagnosis and in explaining treatment.

The following forms are commonly used: (1) registration card, sent by the class teacher to the visiting teacher and containing essential information; (2) case history record; (3) monthly statistical report; and (4) annual report.† The case record is the most important form. The one used by the Public Education Association is most popular. However the following criticisms can be made of it: (1) it is adapted to more intensive case recording than is done by visiting teachers in some public schools; (2) the large number of items suggested seems to discourage its use in some cases; (3) the items listed under treatment might be conducive to mere checking, without the recording of exact procedure. (4) when longer narrative sheets must be used, the folded form is not satisfactory for filing. The following recommendations are made in regard to this type of record:

* See page 105 ff.

† Items which are suggested for these forms are given in the Appendix, page 197.

1. That a new short-service record form should be devised, perhaps a card bearing important items.* The forms used by the visiting teachers of the Board of Education of New York City and of the White-Williams Foundation are in the direction of this suggestion.

2. That the items "diagnostic summary" and "tentative plan for treatment" be added to both the short-service record and the more intensive one with sufficient space for complete entries.

3. That the items which now appear on the Public Education Association Record should be made a face sheet, similar to that used by other social agencies, so that the typewritten narrative sheet could be attached.†

Records and record keeping should be a means of improving the service. They are valuable for the following reasons: (1) to provide the visitor with the means of checking her own diagnosis and methods; (2) to enable her to compare her work with that of other visitors in regard to quantity and quality; (3) to help her to improve her own skill; (4) to furnish specific case studies as a basis for education changes; (5) to show that the expenditure of public funds is justified; (6) to accumulate material for improving the technique of the profession; and (7) to furnish evidence of social maladjustments which the community may use in self-improvement.

The following recommendations are made in regard to record keeping:

1. That more attention be given to: (a) keeping records up to date; (b) keeping some intensive case records; and (c) securing more clerical help for record keeping.
2. That "diagnostic summary" and "tentative plan of treatment" be made a distinct part of case recording.
3. That more care be given in recording *specific* acts which constitute treatment, especially those things which are of a subjective nature.
4. That more discrimination be used in the selection of "key"

* List of important items selected upon the basis of judgments of visiting teachers is contained in the Appendix.

† The new form used by the National Committee on Visiting Teachers, affiliated with the Public Education Association, adopted since this report was written—March, 1923—embodies this principle.

concepts and that the concept be amplified or explained by addition of specific facts.

5. That the topical organization of the narrative be used instead of a chronological one.
6. That "outcome" of cases be stated in as objective terms as possible and that a statement of school progress or failure be made.
7. That visiting teachers should have group studies in progress which will be of value to the administration of the school.*

The following outline gives a summary of the general procedure used in visiting teacher work:

1. Types of Problems:

In School	Out of School
Scholarship	Home conditions
Conduct	Delinquency
Health	Recreational needs
Attendance	Early employment
Lateness	

2. Cases Referred to the Visiting Teacher by:

Principal — Teachers — Parents — Agencies

3. Procedure of the Visiting Teacher:

A. Investigation and Diagnosis

1. Teacher or principal gives statement and information to visiting teacher.
2. Visiting teacher looks up child's school records.
3. Observes child in class.
4. Confers with child.
5. Visits home and neighborhood.
6. Calls social service exchange if necessary.
7. Confers with agencies at present or formerly interested.
8. Records facts on information card and record form.
9. Sends information card back to teacher and principal.
10. Makes first diagnosis and tentative plan of treatment.
11. Confers with principal or teacher in regard to plan.

B. Treatment

1. Confers with child.
2. Secures home coöperation or adjustment.
3. Secures school coöperation.
4. Gets coöperation of community agencies if necessary.
5. Records development of case on record form.
6. Makes final evaluation of diagnosis and treatment.

* Sheffield, Ada E.—*The Social Case History*, Russell Sage Foundation, New York, 1920.
Case-study Possibilities, Research Bureau of Social Case Work, Boston, 1922.
(No visiting teacher or superintendent who has active supervision of this work should fail to study the recommendations of these two contributions to the field of record keeping.)

C. Follow-Up

1. Keeps in touch with child after immediate cause of reference disappears.
2. Gives educational, personal and vocational advice.
3. Keeps in touch with the child after he leaves school.

Group Studies

One of the important functions of the visiting teacher is to aid in the reorganization of school administration and of school practice. Just as the social case worker, through the accumulation of many individual cases, saw the needs of certain groups of people and upon the basis of such group studies helped to bring about reforms in law or social tradition,* so the visiting teacher, through the collection of many individual case studies, will in many cases discern the needs of special groups of children. This technique is not new in medicine, law, or education. Starting out to see that the individual child is properly adjusted to his school, home, and neighborhood environment, the school visitor finds that there are many children who have similar difficulties. In some instances, formal and intensive studies have been made by visiting teachers with the aid of other specialists; again, the constant repetition of case after case has caused the teacher, principal, and superintendent to realize the need of some type of school reorganization. It is of great value to the school to have the benefit of the point of view of one who is officially connected with its staff, who is in thorough sympathy with its plans and methods and yet constructively critical toward them; one who adds to this a vision of the outside life and social environment of the children who are its pupils. This is one of the greatest values of the visiting teacher service. The visiting teacher who is not constantly bringing in a picture of the needs of individual children as well as the needs of groups of school children loses a rare opportunity to aid in educational progress. Visiting teachers have realized this opportunity and from the beginning of the movement, through informal measures as well as through formal studies, they have contributed suggestions which have had a marked influence on educational administration.

* Richmond, Mary E.—*What is Social Case Work?* pp. 234 ff.

It would be unfair to other interested specialists and to other agencies to claim that visiting teachers have been the sole influences which have brought about certain reforms or inspired serious thinking along the line of school changes, but they have been very active in supplying evidence of unfavorable conditions which underlie school difficulties and in pointing out needed changes. The study of the visiting teacher movement which was made by Mrs. Nathalie Henderson Swan, Chairman of the Visiting Teacher Committee of the Public Education Association of New York City, and which was presented to Dr. Maxwell, influenced him in making his recommendation in regard to the reorganization of the attendance work in New York City. This report and that of Miss Mary Flexner* influenced the recommendation of the New York Inquiry Commission in regard to the need of preventive treatment in attendance work. The same reports and the brief experience in Chicago influenced the recommendation of visiting teachers as agents whose work would prevent non-attendance and truancy in the Chicago school system.† The study made by Elisabeth A. Irwin, "Truancy,"‡ was influential in introducing the use of psychological and physical examinations for children considered truants and the removal of mentally defective children from the jurisdiction of the compulsory education department. The study made by the Department of Ungraded Classes of New York City, with the assistance of their visiting teacher staff, has verified this earlier study.§

Visiting teachers of Rochester, Philadelphia, Kansas City, and Louisville have been leading promoters in the establishment of scholarship funds for school children. Visiting teachers were instrumental in pointing out the need for psychologists in the public school organization in Kansas City, Philadelphia, and Worcester. The grading experiment of the Public Education Association, which was carried on by Elisabeth A. Irwin

* *The Visiting Teacher in New York*, 1911–12.

† Abbott and Breckenridge—*Non-attendance and Truancy in Chicago Schools.*

‡ Irwin, Elisabeth A.—*Truancy*, Public Education Association, 1915, pp. 6–7.

§ 19th, 20–22nd, *Annual Reports Superintendents of Schools, Reports on Special Classes*, New York City.

and Emily Leonard Brown in Public School 64, Manhattan, New York City, and is now being carried on with an increased staff in the "Little Red School House," as an annex to one of the public schools in New York City, has had a great effect upon other schools in providing for the homogeneous grouping of children. The work of visiting teachers in foreign districts in Chicago has led to the organization of high school clubs which have for their purpose the retention of boys and girls in school. Need for recreation and the need of parents' coöperation has led to community center activities in some of the schools. In Rochester, the visiting teachers had much to do with the reorganization of the Big Sister and Big Brother Movement, because they pointed to the need of personal supervision for many school children. In Kansas City the school counselor (high school) has secured the organization of a committee of high school teachers in each school to assist in looking after pupils who need personal supervision, financial assistance, or educational or vocational advice. These committees are working on the problem of providing adequate social life in high school to offset the bad social conditions which the school visitor has found. Intensive study of one hundred and nineteen cases of truancy in Rochester has led to more attention being paid to the first appearance of pre-delinquent tendencies in all the schools of the city. A study made by one of the Philadelphia school counselors revealed the fact that, in a kindergarten and first grade class of sixty-five pupils, only ten did not have any physical defects. The percentage of failure in this class was fifty-seven percent. As a result of this study a campaign was conducted through the newspapers and through the distribution of two hundred and ninety-three thousand health pamphlets, urging parents to care for the physical defects of children before they entered school.* As a result of showing the need of providing for young children, nurseries were established in Philadelphia, Chicago, and Oklahoma City for those whose older brothers and sisters were in public schools and whose parents were obliged to work.

* White-Williams Foundation—*Discovered, A Whole Child*, pamph., and *Five Years' Review*, p. 11.

It requires more subtlety to effect a change in the attitude of the teacher, principal, or superintendent and to make changes in the organization of the school or the curriculum. To create a feeling of need of change is a very gradual process. One New York visiting teacher said that she was constantly pointing out case after case in which adjustment could be made if the school had some special or vocational classes. Principals and teachers assert that the visiting teacher makes them more sympathetic and more considerate of the child's problems.*

As a result of the visiting teachers' work in Philadelphia, twenty-five scholarships were provided for teachers and principals who desired to take a course entitled "Social Work in the Schools." Eighty-seven applications were made. Dr. Finegan, Superintendent of the Department of Public Instruction of the Commonwealth of Pennsylvania, said:

"The social work done by the White-Williams Foundation in connection with the public schools represents a type of activity that should be increased rather than diminished. Its value is much greater than its direct influence upon the boys and girls it touches. It is a concrete expression of the social viewpoint of education and it brings to the busy teacher a vision of the purpose of the school that is sometimes obscured by the demands of the daily task."†

A few outlines of studies made by visiting teachers on some phase of their work are presented below.

1. Follow-up Scholarship Cases in High School. The school visitor made visits to the homes of girls who failed in three or more subjects during a period of two months. She made nine hundred and thirty-six calls in five hundred and forty-seven homes. In one hundred and fifty-eight, or twenty-nine per cent of the cases, she called once; in two hundred and sixty-five, or forty-eight and a half percent, she called twice; in ninety-six, or seventeen and a half percent, she called three times; and in twenty-eight, or five percent, she called four times. Seventy

* Rochester—*Report of Director of Visiting Teacher Dept.*, 1921. New York—*Report for Special Classes.*

† *Letter* to Dr. Frank D. Watson, President White-Williams Foundation, Philadelphia.

percent of the five hundred and forty-seven cases were promoted; fourteen percent repeated, and sixteen percent left school. Of the sixteen percent who left school, five percent went to other schools, including trade schools, etc.; three percent secured home permits; three percent stopped because of personal illness; and five percent went to work. The following is a summary of the school visitor's work: Scholarship, 547 cases; irregular attendance, 228; home conditions, 156; leaving school, 91; and miscellaneous, 22.*

2. Scholarship Cases in Grades. Of sixty-two scholarship cases reported, forty-eight have shown improvement; four have improved sufficiently to warrant dismissal as problem cases; three have been demoted; one has moved and seven have been referred for mental examinations. In forty-one cases, it was necessary for the teacher to give pupils outside assistance in order to improve their scholarship. In working with these children, there were recorded two hundred and sixty-six interviews with children themselves; one hundred and thirty-eight interviews with teachers and principals; fifty-five home visits; sixteen consultations with agencies, and three letters written. In fifteen cases, home conditions were contributory causes; in eighteen, health; in five cases, conduct was reported; and in fourteen, attendance was reported. Change of class was necessary in two cases; modified requirements in one case; change of attitude in three cases; in twenty-four instances physical conditions were stressed in the home; in three, mental conditions; in three, home surroundings; in one, moral conditions; in forty-two, attitude toward the child. With the child, in sixty-two cases home study was emphasized; in fifty-eight, classwork; in seven, conduct; in fifty-four, attitude; in twelve, health; in six, attendance.†

3. Study of Fifty Truants. During the second semester of 1921 the visiting teacher assigned to the central office in Rochester made a special study of fifty truants who were referred

* Hale, Elizabeth—*The School Visitor in High School*, paper read at Boston Meeting N. E. A., 1922. Visiting Teacher Section.

† Rochester, N. Y., Special reports on scholarship work in Public School, p. 43.

to her. They were distributed through the grades as follows: grade I, 3; II, 3; III, 3; IV, 8; V, 2; VI, 5; VII, 6; VIII, 1; special class, 1; high school, 2; ungraded, 11; part-time, 5.

They presented the following conditions:

(a) AGE:

Ages:	7	8	9	10	11	12	13	14	15
Number:	3	3	2	5	3	5	5	13	11

(b) NATIONALITY: American, 19; Colored, 5; Italian, 20; Polish, 1; German, 3; Jewish, 2.

(c) RELIGION: Catholic, 26; Protestant, 22; Jewish, 2.

(d) HOME CONDITIONS: 30 out of 50 with abnormal home conditions, that is: father dead, 11; father not at home, 5; mother dead, 6; mother ill, 2; father out of work and mother working, 3; both parents working, 3.

(e) FAMILY CONDITIONS:

Family 1: Appears to be of low grade mentally. Italian. Father out of work. Relief given several times. Two oldest boys' whereabouts unknown. Three younger boys on probation from the children's court.

Family 2: Appears subnormal. Oldest sister subnormal. Mother and oldest girl suspected of immorality. Boys to be placed in special class in September.

Family 3: Parents apparently subnormal. Father illiterate. Mother had illegitimate child before marriage. Family known to relief agencies. One child in special class. Child entered ungraded class in January.

Family 4: Apparently subnormal. Italian. Received relief from city most of the time. Five boys known to the Society for Prevention of Cruelty to Children. Older boys unwilling to work. One was in police court twice this spring. Two girls in special class. Boy reported "peculiar" in actions.

Family 5: French Indian. Parents quarrel continually. Separated at times. Man accuses woman of immorality. Woman has infectious disease. Received relief all winter. Boy is mentally subnormal.

Family 6: Parents appear decidedly subnormal. Mother has tuberculosis. Family known to Social Welfare League. Child of man's brother taken away by S. P. C. C. Child reported subnormal.

Family 7: Family is self-supporting. Mother is neurotic and accuses father of brutality and of using vile language. Boy is mentally subnormal.

Family 8: Home ill-kept. Father said to drink. Mother slatternly, excitable, and acts as if mentally deranged. Boys in ungraded class.

Family 9: Italian family. Home neat, but mother has been known to beg on streets. Father out of work most of time. Family known to relief agencies.

Family 10: Family known to every relief agency in city. They are Protestants when they can get relief through that means; then Catholic if Catholics will bring help. One girl epileptic. Family has been repeatedly reported to S. P. C. C. Mother not well. Boy in case in special class.

Families 11 to 20: Seven were non-English-speaking Italian; five parents were ignorant; two homes coöperative but had lost control.

Families 21 to 23: One was self-supporting but of low grade; boy delinquent. One was German, respectable but ignorant; boy truant and subnormal. One had a good home, but parents were over indulgent and lost control.

(f) METHODS USED: (1) home visits, conference with principal and teacher, talks to child, check upon attendance, coöperation of school enlisted; (2) medical examination, 6; surgical operation, 2; medical treatment, 6; dental treatment, 3; medical examination arranged but not given, 2; Big Sister, 5; Big Brother, 1; orphans' home temporarily, 1; boarding school, 1; taken to children's court, 2; taken to poli ce court, 2; transferred to special class, 2.

(g) OUTCOME: No longer under Compulsory Education Law, 5; moved away from city, 7; attendance regular, 36; attendance irregular, 2.

EFFECT OF VISITING TEACHER ADVICE UPON CONTINUANCE IN SCHOOL. Comparison was made of graduates from the McCall School (Elementary) for a two year period before the visiting teacher went in and for two years after.* Following is a comparison of the percentages for each period. No check was made to ascertain the amount of the differences which might be due to the normal increase in high school registration.

	Jan., 1918–June, 1919 (Visiting Teacher Period)	Jan., 1915–June, 1917 (Period before Visiting Teacher)
1. RECORD OF GRADUATION (No. Pupils)	163	161
Entered high school	68.7%	61.4%
Went to work	12.2%	
Went to business college	9.8%	
Went to trade school	4.3%	
Remained at home	3.7%	
Information not given	1.3%	
2. OF THOSE ENTERING HIGH SCHOOL COMPLETED FIRST YEAR	80.3%	71.7%
3. INCREASE IN NUMBER ENTERING HIGH SCHOOL	7.3%	
4. INCREASE IN NUMBER COMPLETING FIRST YEAR IN HIGH SCHOOL	8.6%	

SUMMARY OF CHAPTER V

1. In the study of thirteen hundred records the most common cause for referring cases to the visiting teacher was scholarship—thirty-six percent.

2. Among the fundamental causes of children's maladjustments found by the visiting teacher was some type of home deficiency, such as lack of supervision, lack of coöperation, or need of financial assistance. Health was the contributing factor in twenty percent of the cases; inability to get on well in school, fifteen percent; and school maladjustment, five percent.

* White-Williams Foundation, Phila.—*120th Annual Rept.*, pp. 19–20.

3. The activities in treatment were concerned with the co-operation of the visiting teacher with the following agencies or individuals: school, eleven percent; home, twenty-three percent; child, thirty-two percent; and outside agencies, thirty-four percent.

4. The measures which visiting teachers considered most effective were: personal supervision in thirty-five percent of the cases; correction of physical defect, fourteen percent; co-operating agencies, twenty-four percent; change of class, six percent; family coöperation, fourteen percent; coöperation of teacher, two percent; tutoring, three percent; and transfer to other school, two percent.

5. In terms of school measures, forty-one percent were promoted; twelve percent, graduated; fourteen percent failed; seventeen percent were transferred to other schools or to other types of schools; and sixteen percent secured employment certificates. This result was based upon a study of four hundred and eighty-two case records.

6. In terms of the visiting teachers' own estimate of the cases, seventy-four percent showed improvement; eighteen percent, partial improvement; and eight percent, no improvement. The number of cases considered was ten hundred and thirteen.

7. In a study of the school marks of visiting teacher pupils and those of a control group of non-visiting teacher pupils. Twenty percent more of the visiting teacher pupils were promoted on one semester's work than of the non-visiting teacher pupils. In the second semester, nineteen percent more of the visiting teacher pupils were promoted.

8. In the same study the difference of the averages of the groups in improvement, as measured by school marks, was .38 for the one semester and .50 for the second semester. The critical ratios of these two differences were 6.03 and 4.1 respectively.

9. A group of thirty-nine specific functions was determined.

10. The procedure used in visiting teacher work was outlined.

11. The types and value of case group studies were presented.

CHAPTER VI

QUALIFICATIONS AND TRAINING OF VISITING TEACHERS

IN the development of any new work there is the constant danger that it will be adopted by some who are attracted by the name but who know very little about its purpose and functions. Visiting teacher work is not exempt from this danger. This is to be expected since the movement is of recent origin. Too little information has been available to superintendents and principals in regard to this service, and definite standards have not been generally set up in regard to qualifications or functions.

Without knowledge of the qualifications which are necessary for efficient work, and with a desire to meet certain types of school problems which are not being handled by other school agents, boards of education and superintendents have in some places attempted visiting teacher work without having properly trained workers. The feeling that the attendance work should be done from the standpoint of persuasion and reason rather than from that of police power has been a factor in changing the name of that service without developing the functions which are vital to visiting teacher work. The name "visiting" teacher has inspired a belief that any teacher who has the time to call in the home can perform the work. Another factor in the establishment of pseudo-visiting teacher work has been an overemphasis of one very desirable quality—"love of children," or "mother love"—as being sufficient to make up for deficiency in education and experience.

Difficulty in finding people with the proper training, who are willing to work for the salaries which visiting teachers have been paid, has been experienced in New York, Chicago, Rochester, and Kansas City. Young women with college degrees and

experience in both teaching and social work who consider taking up this line of work are discouraged to find that high school teachers' salaries are much better than those paid to visiting teachers. Salaries and outlook for professional advancement must be great enough to induce young women with special qualifications and training to enter this service. Safeguards must be set up by superintendents and boards of education in individual localities since the service has not grown sufficiently to warrant the establishment of standards by the state.

The fifteen years of experience in the movement have been sufficient to point out the general functions which belong to visiting teachers and to indicate the qualifications which are necessary. Much of the experience has been gained by private associations, which have not been hampered in the study of the movement by requirements made by the public school organization. This freedom has allowed experimentation, with the result that the work has been tested out and a common core of functions has been derived. Different aspects of the work have been somewhat emphasized in the several places, thus bringing out the various possibilities; and the strong points in each experiment have acted as a stimulus and challenge to other communities. Notwithstanding the fact that the work has developed spontaneously and, except in general outline, with very little central influence from any one source, the core of the functions, the types of problems which are dealt with, and the methods of work are essentially the same everywhere.

In determining what the qualifications of visiting teachers should be, the following factors have been used: (1) qualifications that are now required to meet the functions undertaken; (2) qualifications which have been set up as desirable; (3) opinions of visiting teachers, leaders of the movement, and others who are concerned with it, as to what the qualifications should be; and (4) tentative training courses set up by the National Committee.

The fundamental difficulties which were found by the visiting teacher were lack of coöperation in the home, lack of supervision, financial or economic need, mental inability, physical defectiveness, unwholesome environment, and school maladjustment.

The general measures which were found to be most effective were personal supervision, coöperation with the teacher and adjustment of school conditions, coöperation with agencies, coöperation with home, and care of health. More detailed analysis of the action taken in treatment shows how the measures are applied in connection with the school, the home, the child, and coöperating agencies. These activities concern the two major phases of the work: diagnosis and treatment. Investigation and diagnosis of the causes of children's maladjustments and educational needs require an understanding of children and social conditions (especially as they affect family life), and a knowledge of the functions of community social agencies and of the organization and functions of the school. Besides familiarity with the theory underlying these several fields, since more is needed than diagnosis, the worker must have an understanding of how to adjust various types of difficulties after they are found. Adjustment of these difficulties often involves the changing of personalities or personal attitudes, through education of the individual child, or parent. The general fields which contribute to such technique are: education, which includes teaching experience; psychology, with special reference to the learning process and behavior; sociology, which involves both theory and actual understanding of social organizations; social case work with field experience, which develops ability to analyze social situations and provides training in helping people to adjust their own difficulties; and a sound philosophy to guide these activities to desirable ends.

At present only the very largest systems in which a number of visiting teachers are employed have set up standards in regard to qualifications. In other places superintendents determine what qualifications they will require. New York, Chicago, and Rochester have definite standards.

Minneapolis requires visiting teachers to have the same qualifications as teachers; viz., visiting teachers in elementary schools must have elementary teachers' qualifications, etc., plus social training or experience.

The New York standards are: (A) 1, graduation from an approved college or from an approved normal or training school;

2, at least one year of successful experience in teaching; and 3, one year of professional training in social work, including case work, satisfactory to the Board of Examiners, or two years' experience as visiting teacher under supervision and approved by the Board of Examiners, or two years of social work under supervision approved by the Board of Examiners; or (B) graduation from high school, or an equivalent academic education, and five years' experience as a visiting teacher approved by the Board of Examiners.

The Chicago requirements are: (1) graduation from college or its equivalent, and (2) at least one year's experience in social work. Rochester requirements are: (1) elementary school teacher's certificate; (2) normal school or college diploma; and (3) one year's experience in teaching or social work. The National Committee on Visiting Teachers requires: (1) teaching experience; (2) social service training and experience, and (3) college degree or its equivalent.

Opinion of Leaders

Among the leaders in the movement there is uniformity of opinion in regard to the general qualifications necessary for visiting teacher work. Table XX shows the opinion of a group of leaders. These leaders were selected upon two bases: (1) that they were supervisory officers, or (2) that they held important positions in the National Association. The qualifications stated are not the minimum, but those which are held to be desirable in this profession. Most of the leaders favored graduation from a school of education, while three definitely favored graduation from a college with educational courses and two indicated that either type of training was desirable. Five favored graduation from a school of social work, and two favored one year's training in such a school beyond college graduation. This amounts to the same, for, in general, college graduates can finish standard schools of social work in one year. All the leaders favored experience in supervised social work (case work). Six favored one year's, and one, two years' experience. Those who indicated the type of social experience favored a variety of experience in family relief and child welfare. Five favored apprentice visiting-teacher work, of four or five months' duration.

TABLE XX.—QUALIFICATIONS FOR VISITING TEACHERS

Showing the number of judges in each group who favored the requirements specified

Minimum requirements	Number of judges favoring the requirements *										
	I (58)	II (26)	III (28)	IV (88)	V (58)	VI (30)	VII (47)	VIII (15)	IX (13)	Total (275)	Percent
1. High school graduation	43	20	12	29	19	10	41	7	7	159	58.0
2. Normal graduation	14	13	5	30	17	13	16	6	0	84	31.0
3. B.S. School of Education	20	10	17	42	28	14	22	7	5	123	48.0
4. A.M. School of Education	0	0	0	0	0	0	1	0	0	1	00.3
5. A.B. Academic, without Education	11	0	0	1	0	1	0	0	5	17	06.0
6. A.M. Academic, without Education	0	0	0	0	0	0	1	0	0	1	00.3
7. A.B. Academic, with Education	13	0	4	15	13	2	7	2	3	44	16.0
8. A.M. Academic, with Education	57	23	26	88	58	30	47	15	13	270	98.0
9. Practice teaching	16	5	11	29	23	6	11	2	0	..	..
10. Experience in teaching	44	18	20	67	43	24	34	9	5	197	71.6
One year	12	3	3	10	7	3	6	2	3	39	14.0
Two years or more	13	9	12	44	29	15	27	2	0	151	55.0
11. Training in School of Social Work	46	20	20	58	38	20	37	8	12	201	73.0
12. Social work in Normal	3	6	4	18	9	9	19	2	1	53	19.0
13. Experience in supervised social work	44	13	14	29	17	12	31	4	13	148	54.0
One year	7	5	6	0	0	0	13	2	5	38	14.0
Two years	12	3	0	0	0	0	8	0	0	23	08.0
14. Apprentice visiting teacher	30	11	19	31	25	6	23	4	9	127	46.0
One-half year	6	8	1	6	6	0	7	4	0	32	12.0
One year	7	6	9	17	13	4	10	0	0	49	18.0

Opinion of Judges

From a study of qualifications possessed by visiting teachers and the standards which leaders proposed, the items which were listed in the inquiry were secured.† The table above shows the summary of the opinions as expressed by the various groups. There is a fairly general agreement in regard to the following qualifications: (1) graduation from college or school of education; (2) experience in teaching; (3) training in a school of social work with experience in supervised social case work.

A number of the judges did not mark "graduation from high school" but marked higher requirements, which would require high school graduation. The numbers which are given under

* Index to classes of judges: I, visiting teachers; II, principals having visiting teachers; III, teachers of school administration and education; IV, total superintendents; V, superintendents acquainted with visiting teacher work; VI, superintendents not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers.

† The Inquiry may be found in the Appendix, p. 181 ff.

this item have no meaning because of this. In all, six marked this item and no other.

In regard to educational training there is some variation of opinion among the judges. When totals are taken, over two-thirds favor education equal to that of a college degree. The largest number of judges favor graduation from a school of education—one hundred and twenty-three, or forty-five percent. The next largest number—eighty-four, or thirty-one percent—favor graduation from an approved normal school (two years). Forty-four, or sixteen percent, favor graduation from college with an educational course. Few—seventeen, or six percent—favor graduation from college without an educational course.

The group who favored strictly college training without special courses in education is small, only six percent. The inquiry bears out the observation of the trend in the movement toward close relationship with the actual work of the school. This is shown again by the large number of judges, seventy-two percent, who favored experience in teaching. Most of them—fifty-five percent—favored at least two years' experience, and when preferences were indicated, they were expressed in favor of experience in the grade schools. A few favored both grade and high school experience. There was no definite expression given in regard to the necessity of practice teaching. The fact that this item is required in schools of education may have led to the failure to check it.

That visiting teachers should have training in a school of social work and supervised case work is the opinion of a large percent, seventy-three, in all groups. In regard to the amount of time which should be spent in social service there is no definite opinion; few indicated the amount desired. One hundred and twenty-seven, forty-six percent, favored apprentice visiting teaching under supervision.

Standards

In the light of the foregoing discussion, desirable qualifications for visiting teacher service are: (1) graduation from a school of education, four year course; (2) teaching experience, preferably in the elementary school, for two years; (3) training in a school of social work, one year, which training must include experience

in social case work of a varied nature. The school of education is favored in preference to the regular academic college because it offers a more thorough professional training. The schools of education, or standard four year teachers' colleges, provide professional stimulus and background. They also afford the necessary psychological and sociological training.

The normal procedure for a prospective visiting teacher, after her graduation from a school of education, is to teach for a year or two in the elementary school. One preparing for high school visiting teaching or school counseling should have at least one year's experience in elementary and one in high school. The social service training should follow the teaching experience, for this order affords a background for the application of social case work to school problems.

Because the work is newly established and no definite standards are enforced, few qualified workers are available. It is admitted that just now these desirable standards are too high. To meet the present need, leaders in the movement agree to a lower minimal qualification in regard to teacher training, which is the minimum requirement for elementary school teachers, viz., two years of professional education training. At least one year's teaching experience and one year's social service training, which must include actual field work under supervision, are the other requirements. The common expression of visiting teachers who have not had teaching experience is that they realize their deficiency and that it cannot be compensated for by any other type of training or experience. On the other hand, teachers without social case work training and experience are not so quick to realize their deficiency, since it is a technique whose value their previous training has not fitted them to appreciate. If the functions which are accepted as constituting the work of the visiting teacher are to be carried out, the three-fold training is necessary.

Curricula

Until the year 1922–1923 there had been no institutions which gave specific training for visiting teachers. The New York School of Social Work had given a course in visiting teacher work in its summer school since 1920. Smith College

Summer School of Social Work gave general social case work training and training for psychiatric social workers, but did not give a special course for visiting teachers. The development of the program for the prevention of delinquency of the Commonwealth Fund, which calls for visiting teachers in thirty new localities, showed the scarcity of women with adequate training for visiting teacher work. The Commonwealth Fund included in its program the granting of fellowships to young women who desired to take up this service. Five such fellowships were granted in September, 1922, through the New York School of Social Work. A tentative plan of training was suggested by a committee in informal conference with the staff of the New York School of Social Work. The following* constitutes the outline of training suggested at that time:

General case work.....1 semester
Child welfare.....1 semester
Behavior problems.....2 semesters
Community organization....1 semester
Visiting teacher methods....2 semesters

Field Work:
1st semester.....Family case work
2d semester.....Variety of field work in connection with settlements, juvenile or domestic relations courts, and child placing.

A tentative plan had also been worked out by the White-Williams Foundation in Philadelphia in connection with the Pennsylvania School of Social Work and Carson College. The following is the plan they used the first year:

Field Work.—2d semester in public schools where school counseling is being carried on. Summer work in Carson College which will include: vocational counseling, follow-up in vocational placement, recreational playground work, and special teaching of small groups.

Next fall: Two months' field work with Junior Employment Service, fitted in with school counseling field work. Last six weeks (December and January): supervised school counseling by student visiting teacher. Work is done in school in which there has previously been none.

* This plan was materially modified in later conferences and does not represent the actual program at the New York School at the time of publishing this report, May, 1924.

Class Work.—2d Semester—School counseling and behavior problems. In behavior problems course the student is expected to handle a few problem cases under the instructor, Dr. Jessie Taft.

1st Fall Semester: Vocational Guidance and Education.*

Attendance at staff conferences is required.

The two plans of training are much the same, except that the Philadelphia plan contains more field work, which is school counseling, and there more emphasis is placed upon vocational guidance. The New York plan emphasizes the social case work technique, with a basic training through family and child welfare agencies. Likewise, the New York School gives more class work. Both plans assume training in education. Whatever training in education is given includes philosophy or principles of education and observation of schools which are attempting to make adjustments for various classes of children. Both make provision for training in mental hygiene through class instruction and experience in a clinic. The New York students are required to attend the weekly case conference at the Bureau of Children's Guidance.

Specific Elements of Training

In order to get more specific details of the training, a number of subject courses were listed in the questionnaire. The judges were asked to indicate which courses should be required and which should be considered optional or elective. The list of subjects was obtained by taking all those mentioned by visiting teachers as being helpful, in the national survey of 1920, and by listing courses found in catalogues of several schools of education and schools of social work. Table XXI indicates the general trend of opinion in regard to the value of the several courses.

The subjects in the psychology field which are approved by most of the groups and which have the greatest total number of individuals favoring them are: educational psychology; child psychology; psychology and treatment of exceptional children;

* *Newer Ideals and Methods in Education*—Miss Elsa Ueland, President of Carson College.

psychology of adolescence; and psychology of delinquency. The fact that these courses have been taken from a number of catalogues makes it impossible to define their exact content, but they are sufficiently clear to indicate the type of work needed.

It is clearly the opinion of all groups that the visiting teacher must be well trained in psychology, especially in its educational, abnormal, and behavior aspects. The recent development of mental hygiene in connection with the movement would warrant its inclusion in the above courses or as a special course. This type of work should include training in visiting teacher work in connection with a mental hygiene clinic which is especially concerned with school children. The type of training which the fellows under the Commonwealth Fund's program receive in connection with the Bureau of Children's Guidance (New York) and in Dr. Taft's clinic in Philadelphia is very practical.

Among the education courses, methods of teaching, educational tests, and educational sociology were favored most. There was no clear-cut expression in regard to required courses in education. This may have been due to the fact that the judges thought that the previous training in education would include all subjects necessary for the prerequisite teacher training, and they therefore indicated those subjects which were most intimately connected with visiting teacher work. Curricula which have been proposed by the Carnegie Foundation provide excellent courses for teacher training and for this particular type of service. Without outlining a complete course in teacher training, the following courses are especially needed in visiting teacher work: public school administration, which must include school law; principles of administration, and administration of special departments of education; methods of teaching which should include special emphasis upon teaching children how to study, and upon the development of moral and social habits and ideals; and philosophy. Elements of statistics, educational, and mental tests are also included in the teacher training curricula.

A background of general principles of sociology and of social problems is needed. Child welfare, the organization of the

TABLE XXI.—SPECIFIC COURSES RECOMMENDED FOR TRAINING VISITING TEACHERS

Showing the number of judges in each group who favored the subject listed as a required course

Name of course	Number of judges favoring course *										
	I (63)	II (27)	III (29)	IV (92)	V (59)	VI (33)	VII (55)	VIII (19)	IX (14)	Total (299)	Percent
Education											
1. Experimental psychology	17	13	10	34	25	9	23	6	1	104	56
2. Educational psychology	41	14	21	52	39	13	38	10	7	183	61
3. Child psychology	55	26	25	79	51	28	46	18	13	262	88
4. Psychology of adolescence	45	18	17	70	48	22	42	14	10	216	72
5. Psychology and treatment of exceptional children	35	15	18	66	44	22	37	11	5	187	35
6. Mental adjustments	15	5	4	34	25	9	19	6	3	86	28
7. Mental tests	19	10	13	50	33	17	25	11	0	128	43
8. Psychology of delinquency	37	17	19	53	38	15	40	11	4	181	61
9. History of education	25	3	0	13	9	4	12	7	5	65	22
10. School administration	11	3	0	12	9	3	7	3	2	38	13
11. Philosophy of education	14	2	5	17	9	8	14	2	4	58	19
12. Methods of teaching	29	7	12	35	25	10	25	3	7	118	39
13. Educational tests	10	9	8	31	27	4	20	5	3	86	29
14. Vocational guidance	21	21	16	58	40	18	31	8	4	159	53
15. Educational sociology	24	14	17	52	39	13	35	13	7	162	54
16. Supervision of instruction	3	0	4	9	8	1	5	1	2	24	8
17. Methods of recreational work	13	15	15	44	35	9	25	9	4	125	42
Sociology and Social Work											
18. Sociology	50	23	17	65	44	21	40	12	7	214	72
19. Economics	30	8	6	32	23	9	20	7	9	114	38
20. Community problems	33	17	19	64	46	18	43	17	9	202	68

21. Labor problems	15	8	12	26	18	8	19	3	5	88	29
22. Methods of social case work	55	16	24	67	47	20	42	13	14	231	77
23. Child welfare	39	17	23	60	42	18	39	13	9	200	67
24. Crime and punishment	14	10	8	25	21	7	16	6	3	85	28
25. The immigrant	25	12	10	33	25	8	31	5	5	121	40
Miscellaneous courses											
26. Hygiene and preventive medicine	23	17	22	55	34	21	35	6	9	167	56
27. Social psychiatry	22	13	4	22	15	7	9	8	3	81	27
28. Field work (social case)	46	14	14	39	28	11	23	6	12	154	52
29. Sex hygiene	36	14	15	54	36	18	27	9	8	163	55
30. Personal hygiene	31	18	21	59	39	20	39	14	4	186	62
31. Public health organization	14	10	14	45	32	13	19	7	3	112	37
32. Dietetics	6	6	6	37	28	9	20	4	3	82	27
33. Nutrition	12	4	8	44	31	13	26	9	1	104	35
34. Foreign languages	15	9	5	16	14	2	11	2	4	62	21

* Index to classes of judges: I, visiting teachers; II, principals having visiting teachers; III, teachers of school administration and education; IV, total superintendents; V, superintendents acquainted with visiting teacher work; VI, superintendents not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers.

community, and other such courses were approved by the judges. All groups definitely favor training and experience in social case work. This subject had the approval of more visiting teachers than had any other. This is in accord with their recommendation of need of more training in case work.*

Other courses which are approved by a large number are: vocational guidance; sex hygiene; preventive medicine; and hygiene. Foreign languages were not required, but a number of visiting teachers indicated that particular languages were needed in foreign districts. The language needs are so varied that one could not predict which languages would be the most serviceable.

In the main, there was very general agreement among all classes of judges. Visiting teachers did not approve of vocational guidance, for many of them are in large cities where that function is looked upon as a specialized service. On the other hand, the superintendent and administrator in smaller communities saw the need of vocational guidance by the visiting teacher, if it is to be done. The same result was found in reference to a course in preventive medicine and hygiene. It is true that the nurse should attend to all health problems, but it is likewise true that since health is a common factor in so many maladjustment problems, the visiting teacher must have a general understanding of the laws of health in order that she may make a satisfactory diagnosis and understand the treatment suggested by specialists. In conclusion, the important courses which have been agreed upon by the judges are: educational psychology, child psychology, psychology of adolescence, psychology and treatment of exceptional children, psychology of delinquency; methods of teaching, school administration, philosophy of education, educational sociology; sociology, social case and child welfare problems; community organization; social case work, field experience in social case work; sex hygiene; vocational guidance; preventive medicine; and hygiene.

* National Association of Visiting Teacher and Home and School Visitors, original data of survey, 1920, Section 33.

Proposed Curricula

Curricula designed for the "Professional Preparation of Teachers for American Schools" provide the basis for the training of visiting teachers, since the fundamental training must be that of the class teacher.* Experience and general consensus of opinion favor teacher training and experience as the foundation of this service. Since these curricula are well outlined, there is no need to explain or justify the use. They usually include almost all of the educational courses especially needed for visiting teacher work. The names are slightly different but the content is the same; viz., psychology in the curricula includes educational psychology; methods of teaching is included in classroom management and technique of teaching; philosophy of education is well provided for in the course in principles of education. School administration is included in public school systems. The emphasis which the two year curricula place upon personal and school hygiene, sociology, types of industry and occupation, the technique of tests and scales, gives acquaintance with those fields. In the four year curricula, genetic psychology includes child and adolescent psychology.

Advanced educational courses should include materials which would be valuable in making diagnoses and in guiding treatment. Advanced sociology includes child welfare and social organizations. The course is well adapted to meet the need for study of child welfare and community organization if taken in sufficient detail. This is particularly true if the institutions have adequate departments of sociology.

Other courses which have been determined upon as being essential to visiting teacher training are: psychology of delinquency, which might better be called behavior problems; and the psychology and the treatment of exceptional or abnormal children. The course in behavior problems should include the psychology of delinquency, mental hygiene, methods of psychological analysis, and experience in a mental hygiene or psychological clinic.

If theory of social case work and some field experience are offered, they should be a part of the course in the teacher training

* Carnegie Foundation for the Advancement of Teaching, 1917.

institutions. However, the training in an approved school of social service which has ample provisions for giving supervision in field work is necessary. Therefore, social case work training in larger cities, such as New York, Chicago, Philadelphia, Boston, and St. Louis, is advocated. Vocational guidance courses are valuable; one general course should be included. On the other hand, the work of a vocational counselor requires as specific courses as does visiting teacher work. The visiting teachers who go to smaller communities must give some vocational advice; they should have some training in class work and field experience, but this training cannot be considered adequate for vocational counseling of a technical nature.

Two plans of training are offered: (1) a plan for those who have the minimum requirements and (2) a plan for those who have four years' professional training and receive the Bachelor of Science in Education degree—the desirable standard. Teaching certificates and a minimum of one year's teaching in public schools are required according to both plans. Only those courses which bear directly upon visiting teacher training are included; the complete teacher-training preparation is outlined in "Professional Preparation of Teachers for American Schools."*

Outline of Courses in Training of Visiting Teachers

Plan I

Minimum requirements for visiting teacher work.

A. Graduation from approved four-year high school.

B. Completion of two-year teacher training school course which includes:
   1. Introduction to teaching.
   2. Psychology.
   3. Classroom management and technique in teaching.
   4. Principles of education.
   5. Public school systems or school administration.
   6. Technique of tests and measurements.
   7. Types of industry and occupations.
   8. Sociology.

Plan II

Desirable requirements for visiting teacher work.

A. Same as in Plan I.

B. Completion of four-year teacher training course in a school of education in a university.
   Same basic educational courses as Plan I.

In addition:
   9. Genetic or child and adolescent psychology.
   10. Psychology of exceptional children.
   11. Advanced educational psychology.
   12. Behavior problems—mental hygiene.
   13. Educational sociology.
   14. Child welfare.

*Carnegie Foundation for the Advancement of Teaching, 1917.

C. One year's successful teaching experience in elementary grades.

D. One year's training in approved school of social work which included the following courses and training.
   1. Child welfare.
   2. Community organization.
   3. Social case work (theory).
   4. Behavior problems (mental hygiene).
   5. Field work for at least half year which includes:
      a. Family case work.
      b. Juvenile court.
      c. Child placing.
      d. Visiting teaching.
   6. Course in principles of education which would include observation of various types of modern schools.
   15. Community organization.
   16. Sufficient hours to complete degree.
   17. Advanced courses in methods of teaching and curriculum.

C. Minimum of one year's successful teaching in grades; two years' desirable.

D. One year's training in approved school of social work.
Same as Plan I and additional training in field work; experience in mental hygiene clinic; vocational guidance experience.

Training in Service

The introduction of more supervision in cities where there are enough visitors to constitute a staff and the use of general supervisory staffs in establishing new centers of the work under the Commonwealth Fund show that the need of training in service has been recognized by those connected with the visiting teacher movement. The need of a supervisor of visiting teachers was presented in Chapter III.

The reason why more stress should be placed on the problem of improving visiting teachers in service is that school administrators have neglected this important aid in the development of the visiting teacher staff. Except in the largest cities the visiting teacher goes on her way without educational or social service supervision and contacts. Because the service is new and growing and because there is a possibility of its further application to education, school administrators should provide definite plans of training in service. This discussion bears more directly on methods to improve visiting teachers in service. The sources drawn upon for the discussion of this topic are chiefly the experience of the Public Education Association staff (New York); the Visiting Teacher Department of Rochester; The White-Williams Foundation (Philadelphia); and the National Committee on Visiting Teachers (New York City).

Rochester presents the plan which is more strictly suitable for public school systems, (1) because the visiting teacher service there is a part of the school organization, (2) because the rapid growth of the staff has made the training of new workers necessary, and (3) because it incorporates the general plans of supervision of the other agencies. Three parts of the training plan are: (a) staff conferences; (b) field supervision; and (c) training of aids.*

The visiting staff meets once a week in the central office. The important problem which has been emphasized during 1922–23 has been the relation of the visiting teacher to other school departments and to outside agencies. Special stress is also being placed upon better technique in case work. The programs of the staff conferences include: discussion of policy; case conferences; discussion of city social developments which have a bearing upon the school; discussions of educational or social service subjects by outside speakers; review of articles and books which bear upon visiting teacher work; and comparison of methods of work. The Case Studies of the Judge Baker Foundation (Boston) have been used as a basis of a number of the conferences. These studies afford visiting teachers excellent detailed records of the diagnosis and treatment of children's problems. Books on social work and education, year books, and magazines in these fields are kept in the central office.† Visiting teachers are encouraged to use them. In case conferences, a visiting teacher presents the essential facts which she has found in a case. Round table discussion is held upon the diagnosis and possible treatment. The visiting teacher then presents her method of treatment and the results up to date. Further discussion centers around her method. Current case problems which are especially troublesome are also discussed by the group.

In field supervision, the supervisor calls upon the visiting teacher at least once a week. At such conferences, she discusses current cases, their relation to the school, and the use and extension of community facilities. Attention is given to those case

* Interview with Miss Emma Case, Director of Visiting Teachers, February 11 and 12, 1923.

† *Proceedings* of National Education Association and National Conference of Social Work.

records which indicate the methods which the visiting teacher employs. The supervisor accompanies the visiting teacher on her home visits once a month. This gives her an opportunity to observe the methods used in home visits and, likewise, gives her a picture of the problems which are to be met. Another phase of the training in service is the attendance at social agency conferences within the city. The supervisor encourages the use of case conferences in the school and in the central office. These discussions of actual cases by various interested individuals who represent the school, home, and social agencies have been effective in training the Rochester visiting teachers.

Aids have been used in Rochester for some time. This is a volunteer service usually done by young college graduates who are interested in social work. After preliminary acquaintance with the work in the central office and a certain amount of study of social work is made, these aids are assigned to a visiting teacher in the larger schools. They are under the immediate direction of the visiting teachers. Their work is mainly that of helping keep records, looking up school records, telephoning, taking children to clinics, and such routine things as will relieve the visiting teachers. Study of such reference works as Richmond's *Social Diagnosis*, *What is Social Case Work?*, Cabot's *Social Work*, and various references on visiting teacher work, education and preventive medicine, is helpful.

The following is the working plan for training short time volunteer workers of the White-Williams Foundation:

Command respect by giving respect-breeding tasks. Do not waste their short time by using them as errand girls.
Take time to explain fundamentals: encourage questions and criticisms. Meet criticism squarely.
Nature of tasks: first interview.

Outline picture
Slight contact with family
Discussion before or after write up
Use this to crystallize enthusiasm
Be plastic
Record keeping
Size up worker to determine character of record to be assigned and time of reading.

Command respect for organization by having an up-to-date record—back dictation looks inefficient to novice—gives impression of unbusinesslike, slipshod methods.

Discuss record—opportunity thus afforded to explain form, reasons for keeping, etc. Use one in which next steps can be taken by volunteer—treatment tangible and fairly concrete—preferably not relief.

If possible give public records—schools, work references, hospitals, doctors, churches, previous addresses, relatives.

Is family budget sufficient?
Make budget together. What have we done?
Statistical cards.
Get accustomed to seeing people by giving friendly-visiting type of case.
Office talks and letters.
Telephoning.

Link up interest—keep interest in volunteer's view point.

Take time to meet objections, etc. Don't harass by long time haranguing.

Use method of motivation.

Be a good listener.

Don't make a mystery of office machinery—nor let it creak noisily.

Assign readings.

Try to do an intensive rather than an extensive job.

Be alert to change of mood, etc.

Let work have as much continuity as possible.

The Public Education Association of New York has used volunteer aids in routine work. The White-Williams Foundation is endeavoring to foster interest in visiting teacher work through offering scholarships to teachers and principals in a course entitled: "Social Work in the Public School." This has done much to stimulate interest among teachers in the social background of their pupils, has encouraged home visiting, and has increased consideration of the maladjustment problems of children.

At the present time the accumulated experience is insufficient to permit of clear-cut differentiations in the stages of professional growth of visiting teachers. Training and education

afford the only basis for classification. Unlike the work of class teachers, the product of visiting teacher work cannot as yet be measured. It, therefore, becomes impossible to make advancement upon that basis. As soon as staffs grow, the work standardizes, and further specialization develops, efforts should be made to establish a more scientific differentiation in professional service. The principle which is proposed is that visiting teachers should be placed on the same salary schedule as teachers with similar education and training. The new visiting teacher should be considered an apprentice until she has had at least six months' experience with an experienced visiting teacher. After that time she should be assigned to her own school. Her tenure should be probationary for two years, after which time, if she is retained, her tenure should be permanent. The desirable qualifications are graduation from a four-year teacher training institution, one year's teaching experience and one year of special social service training. Further training in specialized visiting teacher work, such as study of behavior problems, studies in juvenile delinquency, vocational guidance, and recreational phases of education which bear upon moral and social education should be rewarded by advancement in the salary schedule—just as added training advances class teachers.

The superintendent should see to it that a definite plan of improving visiting teachers in service is provided. It should be his duty to hold conferences with the visiting teacher staff in order to give the service the educational emphasis which it should have. The further extension of the service in advancing the educational program of his organization should receive his attention. There is a tendency at present to set the visiting teachers to work and then to fail to relate them to the general educational program. No doubt, with more supervisors of visiting teachers this difficulty will be minimized. The superintendent should arrange conferences between principals and the visiting teacher staff. The association of visiting teachers with the teaching staff in professional meetings, and recognition through being placed upon committees, will help in the development of professional standards. School committees under the direction of the principal will increase understanding and

coöperation. Superintendents should encourage the participation of visiting teachers in local social workers' conferences and associations. Staff conferences are an effective method of keeping alive professional interests.

Summary of Chapter VI

1. The minimum qualifications for visiting teacher service should be: (a) high school graduation; (b) completion of two-year teacher training course in an approved teacher training institution; (c) one year's teaching experience; and (d) one year's education and training in an approved school of social work.

2. The desirable qualifications should be: (a) graduation from an approved teacher training institution (four year course); (b) two years' teaching experience in grades; and (c) one year's training in school of social work.

3. Special courses which should be included in the training are: educational psychology, genetic psychology, behavior problems, principles of education, public school systems or school administration, classroom management and technique of teaching, educational sociology, sociology, child welfare, community organization, social case work theory, field work in social case work, preventive medicine and hygiene.

4. Provisions should be made by the superintendent to improve visiting teachers in service. Six months of apprenticeship visiting teacher service under the supervision of experienced visiting teachers should be required. Educational conferences, case conferences in difficult cases, and visiting teacher staff conferences should be utilized.

CASE STORIES

THE following cases were selected from a group of case stories from large and small cities which have visiting teachers. The cases illustrate various types of work, but by no means all types handled by visiting teachers. These sketches were written by visiting teachers as "case stories" and not as complete narrative records.

1. Alec, age nine. Lack of interest in school.

Alec, a boy of nine, was transferred this fall to the third grade of the ——— School with a reputation for truancy. His oldest brother, a boy of 14, is in the Protectory for being the leader of a gang who "held up drunks." John, 12, and Alec live with their mother and two lodgers in three rooms on the third floor of an old house which has been condemned. The father, separated from the mother, "comes around only when he's drunk to make trouble." The mother cleans in a department store from 7 P. M. to 6 A. M. to support herself and the boys.

Alec was in school the first day, appeared again a week later, when the teacher asked us to talk to him. We found he had been down on the docks, near which he used to live. Alec is a small, dark boy, eyes crossed, 10% underweight, no color in his cheeks, hangs his head the rare times he speaks, seldom smiles—*in school.*

We asked him if he had seen the new Camden bridge being built, and whether he'd show some of us the sights around the docks. Down on the water front Alec was a different boy—his head up, he knew every inch of the ground, recognized and told us the different steamers, freighters, tugs, etc., as they passed, knew there were three fire boats for the city of Philadelphia—was the real leader of the group and the showman for the crowd.

His teacher, knowing where his interests really are, has gotten hold of him, has given him responsibilities in the class, and he has won his place among his schoolmates.

The other day he was out of school in the afternoon. On visiting, we found that that morning he had "swiped" John's shoes in order to come to school, but John objected and because it was a Jewish holiday he hadn't been able to get his own from the cobbler. Except for this he has not, as yet, lost a single day—even with weather as beautiful as we have had.

2. John, age thirteen. Conduct.

John, a lad of thirteen, was causing his fourth grade teacher no end of trouble by his pranks in the classroom. The minute her back was turned he was found in the center of the uproar of mischief which at once filled the school room. An effort was made to get at the cause of his misconduct. The information which he willingly gave about his after-school pastimes was supplemented by interviews with his parents, from whom it was learned that John had "gotten in with" a group of undesirable older boys and was proving a willing pupil of all their promptings. With his parents' permission the boy was allowed to join the Boy Scouts and also the No. 17 Boys Club. This cared for three of his afternoons and broke the influence of the older boys. His scholarship has shown quite an improvement for in order to stay in the Boys' Club he must have no C's on his report card. While John's behavior is by no means perfection, still the situation is such that we feel that the back bone of what might have become a serious problem, has been broken.

3. William, age nine. Behavior.

William is a boy of nine of Irish descent. He was reported by the class teacher and the psychologist. He had a "don't care" attitude in school, shiftless, and little interested. He felt that he was on the defensive—things were against him. He stayed out late at nights, bullied little boys, took their pennies away from them, and was known to have stolen things about school. William has a rather serious speech defect—lisps a great deal. His clothes are ill kept, rather neglected in appearance. He is not very clean, and usually has a "runny" nose. He is normal mentally (I. Q. 90). His mother is a semi-cripple, slatternly in appearance, with very little pride in herself or the appearance of her home. William's father is very severe with him and very unfair to him, so the mother reports. Through efforts by the visiting teacher, William

was placed in a special class where the teacher made it her particular business to try to build up his pride and feeling of responsibility. He made progress in this class and was returned to his regular class. The visiting teacher is following him up.

4. Assuntina. Home conditions and scholarship.

Assuntina was referred to us as an unusually promising Italian girl who was about to be graduated from a grade school. She was earning $7.00 a week at housework after school and on Saturdays and Sundays. The father had chronic asthma and could work only at intervals, when he peddled ice cream. An 18-year-old brother, John, earned irregularly and the mother made from $8.00 to $10.00 a week washing. There were five younger children, two of whom, James, 13 years old, and Albert, 12 years, were truants, one in charge of an attendance officer and the other of a probation officer in the Juvenile Court. The year before, Assuntina had given up school because the family finances were so limited. Her great desire for an education and the encouragement and help of a social worker who was interested in the family finally sent her back to finish the 8th grade, but the father refused to allow her to go to high school. The mother was intelligent and willing to do what she could for the children, but she did not recognize the value of an education. Because Assuntina had been out of school so much, she was old for her grade, but reports from the teacher and the psychologist showed that she would profit by high school work. Our scholarship counselor finally persuaded the parents to consent to further school life and the scholarship committee awarded her $3.00 a week, which with housework on Saturdays and Sundays made her share of the weekly income $11.00.

Because of financial conditions and the delinquency of the boys, the family was known to nine different social agencies besides the court and the Bureau of Compulsory Education. The settlement worker had been very helpful and had tried to coördinate all the work that was being done by the other agencies. The scholarship counselor learned the plan for the family and talked it over with Assuntina. She found the girl ready to coöperate, and through her weekly interviews she had more influence than anyone else.

First, Assuntina, because she was in the home and knew the conditions as no one from the outside could, was able,

with the guidance of the counselor, to help the attendance officer keep James and Albert in school. Both boys had to have tonsils and adenoids removed and teeth attended to. James was soon going to school every day. At the end of the fall term he was sent back into the regular class and at the end of the year he was allowed to skip one grade. He joined a scout treop and today he is going to school regularly. Albert is doing the same but has not showed James' ability. John was more of a problem. He did not like work. It was finally discovered that he was diseased. By constantly urging him to take treatment and by insisting that he work, he has at least become better physically and much more regular in his habits.

About a year ago the father died. There was no insurance. Help was secured for his burial and the family needs through relatives and charitable agencies. This fall all debts are paid. Assuntina, John and James are taking music at the Settlement Music School; Assuntina is showing real talent in writing. She is the representative of her class on the school paper, and has written and coached two plays. It is her ambition to be a teacher and she is on the road to her goal.

This could not have been done for Assuntina without helping the whole family. It took much time of the counselor, money for a scholarship, the united plan of many of the agencies already interested and the assistance of three additional ones, besides the school and the court, but the time and money were not wasted if they converted a whole family into assets in the community instead of liabilities.

5. Louise, age fifteen. Conduct and attendance.

Louise and the visiting teacher first met in April, 1921, when Louise's school attendance and conduct became so unsatisfactory that the principal thought the visiting teacher might help.

The visiting teacher found that Louise's father, although an American, was illiterate. Her mother was a cripple and had the following heritage to offer Louise: an uncle was an imbecile, a sister was in Willard,* her children were in Rome,† another sister had had her children removed because she was considered an improper guardian and after this had had an illegitimate child. Louise's own mother had also had one illegitimate child. The home was

* State hospital for the insane.

† State school for the feeble minded.

a tumble-down old place which had never had any repair work done during the several years the family have lived there. The mother is a shiftless housekeeper. The neighborhood is largely Italian. Louise's friends were mostly Italian girls of a low type. With this background to work on, the visiting teacher set forth.

A mental and physical examination were given and vocational school advised as soon as she was of entering age. Louise went to school regularly for a time after the visiting teacher's initial contact, but her father refused to allow her to have her tonsils removed and she frequently had sore throat and colds. The visiting teacher tried two Big Sisters who antagonized the family before she was able to secure for Louise a very unusual Big Sister who had considerable social experience and realized the family situation. Through the combined efforts of the Big Sister and the visiting teacher, Louise's father was finally won over and Louise's tonsils and adenoids were removed. Since then she has been in much better physical condition.

This last summer while the Big Sister was abroad, Louise got a job working in a small suit and cloak store as general errand girl. She continued here after school began in the fall without a work permit. The visiting teacher found after numerous consultations with the family that the income was large enough to permit Louise to return to school and so she returned, entering a girls' vocational group at ——— Junior High. But in the meantime Louise was being reported as hanging around on the streets with Italian boys and girls; so the Big Sister was notified and was able to interest her in a girls' club at the Y. W. C. A.

For a semester now, not only has Louise been attending school regularly, but she has shown a steady improvement in her attitude and interest in her work. She is of dull normal intelligence and the quality of her work is by no means brilliant but it is steady. She is making her own clothes, and plans to make clothes for the other children in the family. This winter her father has been seriously ill and financial circumstances made it look as if Louise would again have to work although she did not want to. Through some friends of Louise's "Big Sister," the visiting teacher was able to raise a scholarship to keep Louise in school. She is a very proud girl today and is budgeting her income. A relief society has supplemented the father's income during his illness. Through a clinic, the mother's health is

being cared for and the hearty coöperation of this family has been won.

The type of home this girl comes from is a handicap. So is the hereditary background. Home conditions can be improved, but the girl's innate tendencies cannot be removed although a real effort can be made to control and direct those tendencies. This has been accomplished, the visiting teacher feels, but a study of Louise's progress illustrates the need for long and careful supervision, untiring patience, and the definite uniting of different interested agencies toward a common plan of action.

6. Helen, age fourteen. Attendance.

An overgrown, awkward, fourteen-year-old girl was so sensitive about her size that she was playing truant the greater part of the time, although she was in the eighth grade and unusually bright. The attendance officer threatened prosecution if she did not return to school or go to work immediately. Neither he nor the teacher could imagine why she stayed out or how the family would permit it. They asked the counselor to see if she could unravel the mystery.

The counselor found Helen at home and alone. When she had won her confidence, Helen said "I can't go to school. Everyone is wondering why I am only in the eighth grade when I am so tall and they all make fun of me and think me stupid." Her mother was a practical nurse and away from home two or three weeks at a time. Her older sisters worked all day and no one knew of Helen's truancy. She would have gone to work but her mother refused to allow her to do so until she was sixteen years old. The counselor appealed to her pride—she could do the work easily; there was only six weeks more before commencement; wouldn't she be ashamed of having dropped out of the race so near the first goal? She also suggested bobbed hair and a middy blouse.

The result was that the girl looked much younger than formerly, and did not feel out of place in her class. She went to school regularly and her changed attitude toward her school life will probably have a stabilizing effect on her entire future.

7. Rachel, age fifteen. Continuance of schooling.

Rachel, who was a good student, was in her second year of high school, when she suddenly decided to leave. She

said she intended to study pharmacy when she was graduated, but that her parents needed her, and she felt that it was her duty to go to work. At home, both her father and her mother told us that they were anxious to have her stay in school, but that she was disappointed with her standings. "What can we do?" they said; "it's for her to decide." The counselor persuaded her to remain. Two months later, she showed her gratitude for the advice by bringing to the counselor a girl friend who was planning to go to work. "She will be sorry if she leaves school," Rachel said, "and I thought that you could make her see it as you have made me."

8. John, age fourteen. Neglected child.

Boy, fourteen, orphan, becoming a problem in school and a truant. Visit in home made to ascertain living conditions, etc. Boy living with sister and brother-in-law. Had lived with various other members of family since death of mother six years before. No one wanted him and there was constant contention over a small allowance coming from a so-called estate administrated by one lawyer and one guardian. Found that this boy should receive $16 a month from the Government as a minor child of a Spanish War Veteran, but that the guardian and the lawyer divided $9 of this between them and some member of the family received the remainder. Also that the boy was in need of physical attention. Case brought into court, a sister made the guardian, the lawyer called in for an accounting of the way case had been handled, and arrangements made whereby the boy should be given a decent home, and the full amount of pension to which he is entitled. Also physical defects were corrected and the boy was helped in such a way that he no longer felt that he was uncared for, and became happily adjusted in school.

9. Three girls—6 B Grade. Scholarship.

Three girls were failing in history and geography. The teacher said the cases were hopeless. The girls refused to recite and were resigned to failure which definitely awaited them. Record cards showed histories of failure. They were from three to six years retarded, due to non-attendance, illness, and illiterate parentage. All were sensitive, nervous, and lacked self-control. Home conditions were far from normal. Each girl was the intellectual center of her home.

Parents were hard working, well-intentioned people, ready to coöperate for the good of the girls. After observation of class work, a plan for special tutoring was arranged and the girls were enthusiastic. There was daily contact with visiting teacher and talk of affairs outside of school. The tutor, a senior in high school, met with the girls for an hour almost daily. She was told to give of her personality and to teach history and geography incidentally. The study hour was extremely informal but orderly. Gradual improvement was noted even by the teacher. One girl's facial expression took on a decidedly different aspect, she began to find herself. The teacher changed her attitude and she was an aid to further progress. A club was formed outside of school using these girls as a nucleus. It helped them to lose the self-conscious attitude. Gradually the need for the tutor lessened and the class was discontinued. No failure marks appeared on the cards. At the close of the semester all had raised their grades far above expectation and the girls passed without condition. The same teacher has them this semester and she is not worrying about the possibilities of failures from this source.

10. Graduates.

Everybody said that graduation was "wonderful". The 115 girls, resplendent in their self-made white dresses, received diplomas. Only the principal and the visiting teacher, and in some cases the class teachers, knew of the tragedies back in their young lives of 37 of them who had come under the care of the visiting teacher during the last six and a half years that she has been connected with the school.

In three of the homes the fathers had deserted, and the mothers had made a noble effort to bring up their families in scant alimony, or had gone to work to supply the father's place. Lena, tall and strong, 13 years of age, had been for years, since her father disappeared, supported by her mother and lately by her brother, and will go through High School, if the mother can possibly see her way to it. The visiting teacher has helped the mother to find work suitable to her strength. At one time, she was a cleaner in the school, because the children were too young for her to leave all day. At another time, the visiting teacher helped her boy to find work, while he attended evening high school.

Pauline became known to the visiting teacher when her deserting father had taken her away in summer together with a strange woman companion and the visiting teacher stepped in to prevent a repetition of this by sending the child away for the summer where she would be among children. The visiting teacher has been called upon many times, when similar family and environmental crises were threatening.

Three of the graduates had lost their mothers. For one of them the visiting teacher interested an aunt and an older brother in giving better supervision to a bright thoughtless girl who was apt to let lessons slide when no one kept a check on her. This girl deserves great credit for finally making a good record for she has been much alone for years.

Several of them were reported to the visiting teacher for adverse home conditions. At one home of four children, all were very wild and undisciplined when the visiting teacher first called. They quarreled and defied the parents. The visiting teacher found the oldest one most approachable, and worked through her. She soon learned to have more self-respect and not only changed her own attitude, but influenced the other children's conduct for the better. As they were run down through lack of intelligent care, the visiting teacher put all three children into open air classes, bringing one of the girls from another school where she was habitually late. This winter the child has not been reported late, but recently she met with an accident and on recovery the visiting teacher sent her to the country. The youngest child has entered school this term and will be put in an open air class too. Owing to the more stabilizing influences now at work in the home, this child has made a better start than the others and is thus far giving no trouble whatever. Also when the visiting teacher calls in the home now, the atmosphere is entirely different,—the children are all obedient and helpful to the sickly mother.

For the graduate, who has a talent for drawing, the visiting teacher is arranging a course in designing in the evenings, while she goes to work in the day. As the father is without work this winter, the visiting teacher has obtained coal for the family through the Mayor's committee and is getting medical treatment free for one of the children.

Anna's graduation recalled to the visiting teacher the first year of her acquaintance with the family, when Anna

was in second grade. She and her older sister, Rebecca, came to school in such ragged clothing that an investigation was asked. A visit disclosed that the father was temporarily unable to work, having suffered an injury due to a fall from his ash cart. The mother, a care-taker for the tenement in which they lived, was hardly able to do the work because of varicose veins. The children were all below working age. The school immediately bought clothing for the little girls at the suggestion of the visiting teacher. The visiting teacher also secured medical aid for the parents, and meantime made an effort to teach the mother cleaner, better housekeeping (a truly difficult task, as any suggestion which savored of criticism would have been resented), and secured tutoring help for Rebecca who had difficulty in learning to read. Contact with this family was maintained over a period of years. At one time one of the children was obliged to undergo an operation and there was no one in the family able to go with her. The child would have had to enter the hospital alone but for the visiting teacher. Later on, the children were all sent to the country. From there Rebecca wrote a piteous postal asking the visiting teacher why she had sent them to such a lonely place and please to take them home. Realizing, however, that it had rained for three days, the visiting teacher wisely waited for a change in weather, and sure enough with it came a sunny card telling of their happiness. The next summer they went again! When the family moved many blocks away, Anna walked all the distance daily, to graduate from this school. The friendly contact of the visiting teacher had stood the test of years.

Several of the graduates had been earlier referred to the visiting teacher for failure in their lessons, in order that she might locate the difficulty. Minnie had been one of these. Her father was dead, and the mother had recently obtained employment. This threw the burden of house work on Minnie, leaving her insufficient time for study. When the mother's attention was called to this and she had been advised somewhat on household management, she was able and willing to re-arrange her affairs so that Minnie had some time in the afternoon to herself. These matters seem trifling, but they may make the turning point in a child's school history, and may not only save him from being held over in his grade, but from starting life with a sense of failure.

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APPENDIX

A QUESTIONNAIRE ON THE ADMINISTRATIVE RELATIONSHIPS OF THE VISITING TEACHER TO SCHOOL ORGANIZATION

Introductory Statement

Extent of Movement: There are over sixty (60) visiting teachers in the United States. The movement has spread into 13 states and 25 cities in all parts of the country. Visiting teachers are found in New York, Boston, Rochester, Utica, Mt. Vernon, Springfield, Worcester, Montclair, Glen Ridge in New Jersey, Philadelphia, Hartford, Columbus, Cincinnati, Chicago, Kansas City, and Minneapolis. In most of these cities the work is maintained by the Boards of Education, in 12% of the cities the work is supported by private organizations.

Function: "The function of the visiting teacher is the adjustment of conditions in the lives of individual children, to the end that they may make more normal or more profitable school progress. These adjustments may be made in the school, in the home, or in the environment, wherever there proves to be an adverse condition responsible for the school conduct, scholarship, or attendance, or influencing it to a greater or less degree." The functions may be stated in this manner:

(1) To bring to the principal and the teacher data concerning the individual child and his social environment which may be used to further his education progress.
(2) To bring about mutual understanding and friendly coöperation between school and home through personal visitation.
(3) To secure the coöperation of social agencies of the community in adjusting home and neighborhood conditions which may be handicaps to the child's development.

Causes for referring children to visiting teacher:

(1) Poor scholarship—includes children who are deficient in lessons, repeating grades, or in danger of doing so, or suspected of feeblemindedness. (Visiting teacher does not teach children, she is not a classroom teacher sent to the home to give instruction in school work.)
(2) Conduct—means not incidental behavior, but that which is unusual or peculiar, or misconduct which might become habitual conduct out of school causing complaint or suspicion of morals.

(3) Home conditions—may require investigation for neglect, misfortune, poverty, morals, cruelty, improper guardianship, lack of coöperation with school, etc. (School does not act as a social agency, but secures the action of some regular agency, such as Associated Charities, Children's Aid Society, Juvenile Court, etc.)

(4) Keep in school—includes children asking for working papers, persuading parents to send children to high school, or securing scholarships for deserving pupils who may benefit by further education.

(5) Lateness and intermittent attendance—may be due to home conditions which require special adjustments, or advice to parents.

(6) Health—means special physical defects, not nurses' cases, but children requiring special diagnosis at a clinic or a class for physically handicapped; also neurotic, temperamental, and mentally peculiar children.

(7) Special home and neighborhood investigation—may be made to aid in adjusting educational procedure to the child's life out of school.

Reason for Questionnaire: At present there are various types of organization of visiting teacher work within school systems; there is diversity of relationships; and there is overlapping of functions. It is the purpose of this questionnaire to aid in indicating a more uniform type of organization which is in accord with the best principles of school administration and to aid in standardizing relationships within the school organization.

Organization of Visiting Teacher Staff: Place in the circles at the left, numbers which will indicate the rank in order of merit of the type of overhead organization best suited to visiting teacher work. (Rank "1" will be considered best type of staff.)

( ) 1. Under nominal supervision of superintendent or assistant superintendent who assigns visiting teachers to principals—no technical supervisor.

( ) 2. Visiting teacher supervisor who supervises from technical side with visiting teachers under immediate direction of school principals. (Same type of organization as that of primary supervisor over primary teachers; or kindergarten supervisor, over kindergarten teachers.)

( ) Visiting teachers placed under some department of school system such as: attendance bureau, psychological clinic.

( ) Visiting teachers appointed by some municipal department, such as Health Department but under supervision of school.

( ) Visiting teachers appointed by private agency but under supervision of school.

( ) Any other type you may suggest.....

Check in a circle or circles (you may use more than one circle to show relationship, if you care) at the left the type of internal organization which you think is best suited to visiting teacher work.

( ) Working from a central office—under direction of supervisor, visiting teachers assigned on the basis of type of case, i. e., one would take all cases involving home conditions, another would take all scholarship cases, etc.

( ) Working from central office under supervision assigned to definite districts laid out particularly for this work.

( ) Working intensely in one large school (minimum number of pupils 1,500) assigned to principal with general supervision by supervisor of visiting teachers.

( ) Working in a small group of schools (not over 3) assigned to principals with general supervision of supervisor of visiting teachers.

( ) Working in a special bureau such as psychological, department of special classes—assigned to department by supervisor at the request of superintendent. *Only a few visiting teachers would be assigned this way.*

Check in circle or circles to the left on what basis or bases schools should be selected to have a visiting teacher:

( ) Application of principal.

( ) Application of patrons (such as committee of citizens or parents' association).

( ) Poor neighborhood.

( ) Immigrant section of community.

( ) Industrial section.

( ) Bad (moral) environment.

( ) Special educational experiment.

( ) Any other basis.....

Supervisor of Visiting Teachers.

Check in circle to the left the best manner of *appointment:*

( ) Nominated by superintendent; approved by the board.

( ) Appointed by superintendent.

( ) Recommended by superintendent for approval of board upon nomination of:

( ) Director of attendance.

( ) Director of vocational guidance.

( ) Director of psychological clinic.

( ) Chief of medical inspection.

( ) Any other manner.....

Check in circle or circles the type or types of authority which supervisor should have:

( ) Full authority in her staff with the approval of the superintendent.
( ) Joint authority with.....
(Fill in title of officer in joint authority)
( ) Member of superintendent's cabinet.
( ) Under full authority of.....
(Title of superior officer to whom responsible)

Check in circle to the left, the type of tenure she should have:

( ) At pleasure of appointive officer.
( ) Fixed number of years.
( ) Removal by board for cause.

Check in circles to left the powers and duties she should have:

( ) Nominate visiting teachers to superintendent.
( ) Nominate visiting teachers to director of.....
(Fill in title of official)
( ) Assign visiting teacher to schools.
( ) Assign visiting teachers to schools with supt's approval.
( ) Select schools or districts where visiting teachers work is to be established.
( ) Select schools or districts where work is to be established with approval of appointive officer.
( ) Supervise visiting teachers on technical side of work.
( ) Hold conferences with visiting teachers.
( ) Confer with principals and heads of bureaus in coördinating work.
( ) Represent school system in conferences with social agencies.
( ) Prepare monthly ( ) annual and ( ) special reports.
( ) Any other duties.....

Check in circles to the left of items the *qualifications* necessary for the position of supervisor of visiting teachers. See standards on next page for suggestions.

( ) Graduation from approved normal school.
( ) B.S. or A.M. ( ) school of education.
( ) A.B. or A.M. ( ) academic college without educational courses.
( ) A.B. or A.M. ( ) academic with.....(amount) educational courses.
( ) Graduation from school of social service.

( ) Experience in teaching: ( ) grades ( ) high school..... (amount).
( ) Experience in supervised social work: amount....kind.....
( ) Experience in visiting teacher work: amount....kind.....
( ) Executive experience: amount.....kind.....

Visiting Teacher:
Functions:

Check in circles to the left the functions which you think the visiting teacher should exercise:

( ) Interview parents in regard to the child's personal history, habits, temperament, and interests.
( ) Analyze the child's social environment, home and neighborhood.
( ) Confer with parents and enlist their coöperation when child shows signs of falling below the school's standards of scholarship, conduct, etc.
( ) Try to adjust home conditions whereby more favorable conditions will be attained in regard to school work, conduct, attendance and interest.
( ) Aid mothers in planning home work for children so that it will not be a handicap and a burden to children.
( ) Interpret school's purposes and ideals, also meaning of school marks to foreign and ignorant parents.
( ) Secure the family history, personal history of child, and social data for the psychologist when mental deficiency is suspected.
( ) Aid in securing better school adjustment for misfits.
( ) Give preliminary mental tests to help teacher get a more accurate knowledge of child's ability.
( ) Secure the psychological examination of children suspected of mental deficiency.
( ) In very difficult problem cases secure expert psychiatric examination with approval of psychologist.
( ) Bring to principal and teacher all data which will make for a better understanding of the child.
( ) Secure social and personal data for principal and teachers which will be utilized in making educational procedure more effective.
( ) Advise parents of the community agencies which will aid them in present difficulty.
( ) Refer and secure the coöperation of relief agencies when family is in need of financial relief.
( ) Secure the service of visiting nurses or hospital service when serious illness is found in family.

( ) Report cases of suspected contagious diseases to nurse or health authorities.

( ) Aid nurse in persuading parents to provide for medical or surgical treatment of children—including securing glasses.

( ) Take or have children taken to special clinics for difficult physical defects, if outside the duties of nurse.

( ) Secure through the coöperation of social agency, summer outings for anemic children.

( ) Aid in securing scholarships for deserving children who should remain in school.

( ) Refer working mothers with small children to nurseries, when caring for younger children keeps child out of school.

( ) Aid families in need of work to find employment through legitimate agencies.

( ) In rare cases provide emergency relief for needy families.

( ) Secure, through the coöperation of the principal, extra tutoring for children who will profit by such extra help.

( ) Endeavor to find out causes of unusual misconduct and to remedy conditions.

( ) Confer with parents in regard to misconduct and endeavor to change child's interests or drop bad associates.

( ) Secure the coöperation of recreational agencies, libraries, Big Brothers and Big Sisters, in preventing possible delinquency.

( ) In extreme cases refer misconduct to juvenile court or society for prevention of cruelty to children.

( ) Represent the school in which the pupil belongs, when child is brought to court.

( ) Coöperate in every way possible with probation officers of juvenile court.

( ) Refer cases to domestic relations court, or similar court, when domestic difficulties interfere with child's development.

( ) Refer cases of improper guardianship to child welfare agencies.

( ) Report immoral neighborhood influences to proper organizations.

( ) Investigate home conditions of children requesting working papers.

( ) Advise and endeavor to assist children leaving school for work.

( ) Aid in Americanization work: getting parents into evening schools, Americanization classes, interpreting American customs, traditions, ideals.

( ) Bring to teachers and principal a sympathetic understanding of foreign parents.

( ) Assist school in organizing parents' meetings.

( ) Secure the assistance of religious organizations when family needs moral and friendly encouragement.
( ) Represent the school in all dealings with social agencies.
( ) Register case with social service exchange when case warrants.
( ) Take charge of case for school when pupil is committed to any institution.
( ) Investigate causes of intermittent attendance.

Status of visiting teacher. Check in circle to left, the status which the visiting teacher should have in light of foregoing duties:

( ) Assistant principal.
( ) Special representative of principal.
( ) Special teacher.
( ) Classroom teacher.
( ) Attendance officer.
( ) Nurse.
( ) School clerk.

Check in circle to left, the type of tenure visiting teacher should have:

( ) At pleasure of appointive officer.
( ) Fixed number of years.
( ) Removal by board for cause.
( ) Same as that of class teacher or.....(Fill in)

Check in circle to left the qualifications which visiting teachers should be required to have:

( ) Requirements made by superintendent with approval of board.
( ) Appointment by superintendent with approval of board without set requirements.

Minimum requirements should be:

( ) Graduation from high school.
( ) Graduation from approved normal school.
( ) B.S. or ( ) A.M. degree from school of education.
( ) A.B. or ( ) A.M. from academic college without educational training.
( ) A.B. or ( ) A.M. from academic college with educational training.
( ) Graduation from school of social service.
( ) Experience in teaching ( ) grades ( ) high school: amount .....

( ) Experience in supervised social work (case work): amount .....kind .....

( ) Experience in apprentice visiting teacher work: months .....

( ) Chicago standards:

1. College degree.
2. Graduation from recognized school of social service.
3. Two years, successful teaching experience.

( ) New York City Standards:

Either 1. Graduation from high school or an equivalent education and 5 years' experience as visiting teacher approved by Board of Education, or

2. Graduation from approved college, or from an approved normal or training school, and (2) at least one year of successful experience in teaching and (3) one year of professional training in social work including case work satisfactory to Board of Examiners, or 2 years' experience as visiting teacher under supervision approved by Board of Examiners, or 2 years of social case work under supervision approved by Board of Examiners.

Check in circles to the left relationships and duties which should exist between visiting teacher and other school workers.

Principal to visiting teacher:

( ) Make general policies governing visiting teacher work in his school.

( ) Give general initiative to visiting teacher after indicating general policies in regard to her work.

( ) Assign each case to visiting teacher.

( ) Allow her to receive cases directly from: teacher, attendance officer, parent, social worker or nurse.

( ) Require reports of all investigations sent to him.

( ) Confer with her at regular conferences on cases he is especially interested in and cases which she suggests for advice.

( ) Require all cases of school adjustment—change of class, change of school, special tutoring, special disciplinary action—to be done with his approval.

( ) Allow her free access to teachers, pupils, and classrooms.

( ) Assign special investigations of home and neighborhood and special studies of children's out-of-door activities.

( ) Approve general policy of coöperating with outside agencies or approve use in each case.

( ) Require attendance at teachers' meetings.

( ) Advise with her in cases requiring educational treatment.

( ) Refer representative of social agencies interested in pupils.

( ) Seek visiting teacher's coöperation in parents' meetings.
( ) Provide office for visiting teacher where she may hold interviews in privacy.
( ) See that visiting teacher has regular office hour at school.
( ) Hold special case conferences on problem cases with teacher, visiting teacher, and any other school worker.
( ) Refer case to her for investigation before any drastic school action is taken in regard to pupil.

Relation of visiting teacher to classroom teacher:

( ) Receive cases from teacher.
( ) Confer with teacher on status of child and cause for referring, before investigation.
( ) Report back to teacher data secured through investigation.
( ) Confer, and suggest treatment for individual children.
( ) Give teacher better understanding of pupil's ability, experience, attitudes and home surroundings.
( ) Give teacher sympathetic understanding of community, its organization and problems.
( ) Aid teacher in giving preliminary mental tests.
( ) Assist teacher in conference with parents.
( ) .....

Relation of visiting teacher to attendance officer:

( ) Refer cases to him which she finds are under his jurisdiction.
( ) Investigate homes referred to her by attendance officer as in need of aid from social agencies.
( ) Confer with attendance officer on protracted cases of mutual interest.
( ) Investigate causes of lateness and intermittent attendance.
( ) Report name of family suspected of not being registered in the census department.

Relation of visiting teacher to school nurse:

( ) Refer cases of suspected contagious disease to nurse.
( ) Aid nurse in getting proper health attitude in home.
( ) Investigate homes referred to her by nurse as in need of action by social agencies.
( ) Get children to special clinics when it is without the province of nurse to do this work.

Relation of visiting teacher to school psychologist:

( ) Provide psychologist with the family and personal history of child for mental examination.
( ) Refer cases of suspected mental deficiency to psychologist—through principal.

( ) Coöperate with psychologist in follow-up-work for mental defectives.

Training of visiting teachers:

Check at the left the items which would indicate the general type of training visiting teachers should have:

( ) High school graduation.
( ) Graduation from approved normal school.
( ) B.S. or ( ) A.M. degree from school of education.
( ) A.B. or ( ) A.M. degree from academic college without educational courses.
( ) A.B. or ( ) A.M. degree from academic college with educational courses.
( ) Practice teaching, amount.....
( ) Experience in teaching: ( ) grade, ( ) high school, years....
( ) Training in social service in normal.
( ) Training in social service school.
( ) Experience in supervised social work: amount .....kind.....
( ) Supervised apprentice visiting teacher work: amount .....

Mark with X course which should be *required* for those going into visiting teaching work; mark with check those courses which it would be well to take but *not required:*

Education	Social Work
( ) Experimental psychology	( ) Sociology
( ) Educational psychology	( ) Economics
( ) Child psychology.	( ) Community problems
( ) Psychology of adolescence	( ) Labor problems
( ) Psychology and treatment of exceptional children	( ) Methods of social case work.
( ) Mental adjustments	( ) Child welfare agencies
( ) Mental tests	( ) Crime and punishment
( ) Psychology of delinquency	( ) The immigrant
( ) History of education	( ) Hygiene and preventable disease
( ) School administration	
( ) Philosophy of education	( ) Social psychiatry
( ) Methods of teaching	( ) Field work
( ) Educational tests	( ) Sex hygiene
( ) Vocational guidance	( ) Personal hygiene
( ) Educational sociology	( ) Public health organization
( ) Supervision of instruction	( ) Dietetics
( ) Methods of recreational work	( ) Nutrition
	( ) Foreign language: kind

Standardization of Visiting Teacher's Record Card

Make an X before items which you think are essential to the visiting teacher's record card; make a check before items which may well appear but which are not so essential:

( ) Case referred by
( ) Reasons (for referring)
( ) Birth: date
( ) proof
( ) place
( ) Nationality
( ) Schools attended in city
( ) Schools attended elsewhere
( ) Grades repeated
( ) Grades skipped
( ) Special class
( ) Contemporary school record, 1 yr.
( ) Mental condition
( ) Mental age; Intelligence Quotient
( ) Source of information
( ) Physical condition
( ) Source of information
( ) General health habits
( ) Appetite
( ) Diet
( ) Stimulants
( ) Sleeping hours
( ) Weight record
( ) Previous diseases
( ) Previous diseases: list
( ) Information regarding birth and infancy
( ) Conditions of birth
( ) Age walked
( ) Age talked
( ) Age teethed
( ) Special defects
( ) Names of both parents
( ) Parents: place of birth
( ) years in U. S.
( ) speak English
( ) religion
( ) citizenship
( ) dead
( ) not living home
( ) defects
( ) occupations
( ) wages
( ) traits
( ) place of work
( ) Relatives in city
( ) Children: names
( ) ages
( ) school
( ) health
( ) at work
( ) wages
( ) married
( ) defects
( ) Condition of home
( ) Rent
( ) Number of rooms
( ) Own home
( ) Mortgaged
( ) Detailed items; clean, orderly, light, etc.
( ) Neighborhood influences
( ) Neighborhood character
( ) Neighborhood nationality
( ) Attitude of household to child
( ) Attitude of household towards school
( ) Social agencies connected with case
( ) Social agencies connected with formerly

( ) Social service registration, date
( ) General characteristics of child
( ) Child's out of school activities:
( ) go to club
( ) museum
( ) library
( ) kind of books read
( ) magazines, papers
( ) makes things
( ) go about town
( ) collecting
( ) vacation trips
( ) associates
( ) organization membership
( ) go to church
( ) go to Sunday school
( ) games—sports
( ) gardening
( ) pets
( ) movie: kind of picture, frequency.....
( ) theater
( ) exercise
( ) music
( ) study habits, periods.
( ) Action taken by visiting teacher
( ) Results secured
( ) Special difficulties
( ) Final disposition
( ) Remarks
( ) Family history
( ) Additional items.....
.....
.....

Name.....
Position.....
Have you a visiting teacher in your school system?.....
Have you known about the work prior to this time?.....

TABLE A.—ADMINISTRATIVE POSITION OF THE SUPERVISOR OF VISITING TEACHERS

Showing the number of judges in each group who favored types of administrative relations, functions and qualifications

Type of administrative relation	Number of judges approving type of relation*										
	I	II	III	IV	V	VI	VII	VIII	IX	Total	Per-cent.
Appointment											
1. Nominated by superintendent, approved by board	53	22	25	72	47	25	44	14	15	245	76.0
2. Appointed by superintendent.....	4	6	3	13	9	4	8	0	2	36	11.0
3. Recommended by superintendent for approval of board after nomination by Director of attendance.....	2	2	3	4	1	3	6	0	1	18	06.0

* Index to classes of judges: I, visiting teachers; II, principals having visiting teachers; III, teachers of school administration and education; IV, total superintendents; V, superintendents acquainted with visiting teacher work; VI, superintendents not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers.

TABLE A.—ADMINISTRATIVE POSITION OF THE SUPERVISOR OF VISITING TEACHERS—(*Continued*)

Type of administrative relation	Number of judges approving type of relation										
	I	II	III	IV	V	VI	VII	VIII	IX	Total	Per-cent
4. Director of vocational guidance	1	0	1	4	3	1	0	1	1	12	04.0
5. Director of psychological clinic	1	0	1	2	0	2	1	4	0	11	03.0
6. Chief medical examiner	0	2	1	1	0	1	0	1	0	6	02.0
7. Any other manner	1	0	0	1	1	0	0	0	0	3	03.0
Authority											
8. Full authority in staff with approval of superintendent	52	23	27	77	49	28	39	10	16	244	76.0
9. Joint authority with other director	6	6	5	8	7	1	13	5	1	44	14.0
10. Under full authority of superintendent	3	1	5	1	1	0	8	2	0	20	06.0
11. Member of cabinet	26	13	7	31	28	3	21	6	4	108	33.0
Tenure											
12. At pleasure of appointive officer	5	8	6	21	15	9	12	2	5	59	18.0
13. Fixed number of years	9	2	5	19	13	6	17	4	1	57	18.0
14. Removal by board for cause	42	21	24	54	33	21	35	9	14	199	62.0
Duties											
15. Nominate visiting teachers to superintendent	51	31	27	0	57	33	46	8	15	180	56.0
16. Nominate visiting teachers to director of bureau	2	2	5	0	5	1	6	0	1	15	05.0
17. Assign visiting teachers to schools	12	6	12	0	17	6	12	8	10	60	19.0
18. Assign visiting teachers to school with superintendent's approval	51	28	24	0	55	28	42	8	10	163	50.0
19. Select schools for work	25	11	11	0	38	8	20	9	9	85	20.0
20. Select school with approval of appointive officer	38	20	23	0	45	23	33	7	9	130	40.0
21. Technical supervision	63	27	27	0	60	29	53	16	18	204	63.0
22. Confer with visiting teachers	63	60	32	95	63	34	55	16	18	244	76.0
23. Confer with principals and department heads	68	31	32	95	62	33	58	14	17	315	97.0
24. Represent school in relation to social agencies	59	28	23	79	55	24	45	11	14	259	80.0
25. Prepare reports	45	28	19	76	51	25	42	10	14	236	73.0
Qualifications											
Graduation from normal	10	3	6	13	6	7	2	4	2	40	12.0
B.S. degree from school of education	6	10	2	32	20	12	17	6	3	76	24.0
A.B. degree without educational training	2	0	0	0	0	0	0	0	1	3	01.0
A.B. with education courses	21	7	5	11	10	1	13	3	4	64	20.0
A.M. school of education	2	7	17	32	22	10	10	7	2	77	24.0
A.M. without education	4	0	1	2	2	0	0	0	0	7	02.0
Graduation school social work	34	23	22	73	47	26	40	14	12	218	67.0
Experience in teaching	45	25	23	82	50	32	32	12	9	228	71.0
Experience in supervised social work	48	17	22	75	50	25	42	7	15	226	70.0
Experience in visiting teaching	46	21	23	56	38	18	38	6	12	202	63.0
Executive experience	29	11	7	22	22	0	19	5	8	101	31.0

TABLE B.—RELATION OF THE VISITING TEACHER TO VARIOUS SCHOOL AGENTS

Showing the number of judges in each group who favored relationship listed

School agents	Number of judges approving type of relation*										
	I (52)	II (32)	III (33)	IV (93)	V (60)	VI (33)	VII (51)	VIII (20)	IX (19)	Total (300)	Per-cent
Principal to V. T.											
1. Make general policies governing visiting teacher work in his school	30	25	21	54	35	19	37	11	12	190	63.0
2. Give general initiative to VT. after indicating general policies in regard to the work	42	21	22	63	44	19	37	15	15	215	72.0
3. Assign each case to the visiting teacher	8	14	11	26	18	8	25	11	7	102	34.0
4. Allow VT. to receive cases directly	52	20	22	67	44	23	30	6	15	212	71.0
5. Require reports of all investigations sent to him	17	22	19	72	47	25	42	12	11	195	65.0
6. Confer with VT. at regular conference periods on cases he is especially interested in and cases VT. suggests for advice	47	26	33	82	50	32	49	16	18	271	90.0
7. Require all cases of school adjustment, change of class, change of school, special tutoring, special disciplinary action to be done with his approval	40	25	21	66	43	23	42	14	11	219	73.0
8. Allow free access to VT. to teachers, classrooms and pupils	50	25	29	88	60	28	42	14	19	267	89.0
9. Assign special investigations of home and neighborhood and special studies of children's out-of-door activities to the visiting teacher	45	23	24	69	46	23	37	12	13	223	74.0
10. Approve general policy of coöperating with outside agencies or approve use in each case	26	26	22	65	44	21	47	12	11	209	70.0
11. Require attendance of visiting teachers at teachers' meetings	19	22	20	68	46	22	36	15	13	193	64.0
12. Advise with visiting teacher in cases requiring educational treatment	26	22	31	87	60	27	49	14	11	240	80.0
13. Refer representatives of social agencies interested in pupils to VT.	36	22	28	81	53	28	47	15	17	246	82.0
14. Seek coöperation of visiting teacher in parent's meetings	25	22	26	88	57	31	45	16	15	237	79.0
15. Provide office for VT. where she may hold interviews in privacy	28	27	30	93	60	33	51	16	18	263	88.0
16. See that the VT. has regular office hours at school	28	28	25	81	51	30	46	17	19	244	81.0

* Index to classes of judges: I, visiting teachers; II, principals having visiting teachers; III, teachers of school administration and education; IV, total superintendents; V, superintendents acquainted with visiting teacher work; VI, superintendents not acquainted; VII, high school principals; VIII, elementary school principals; IX, social workers.

TABLE B.—RELATION OF THE VISITING TEACHER TO VARIOUS SCHOOL AGENTS—*Continued*

School agents	Number of judges approving type of relation										
	I (52)	II (32)	III (33)	IV (93)	V (60)	VI (33)	VII (51)	VIII (20)	IX (19)	Total (300)	Percent
17. Hold special case conferences on problem cases with teacher, VT. and any other school worker.	37	24	27	80	54	26	45	17	18	248	82.0
18. Refer cases to VT. for investigation before any drastic school action is taken in regard to pupil.	35	26	32	91	60	31	51	10	16	261	87.0
V. T. to Classroom Teacher											
1. Receive cases from teacher	55	16	19	76	53	23	31	7	13	217	67.0
2. Confer with teacher on status of child and cause of referring before investigating	61	27	31	94	61	33	50	16	18	297	92.0
3. Report back to teacher data secured through investigation	59	24	27	86	57	29	48	12	15	271	84.0
4. Confer and suggest treatment of individual children	60	26	29	85	56	29	41	16	17	274	85.0
5. Give teacher better understanding of pupil's ability, experience, attitudes, home surroundings	62	29	32	94	62	32	53	18	16	304	94.0
6. Give teacher sympathetic understanding of community, its organization and problems	57	24	29	70	57	13	51	17	17	265	82.0
7. Aid teacher in giving preliminary mental tests	23	9	17	48	38	10	33	12	4	146	45.0
8. Assist teacher in conference with parents	51	22	26	69	57	12	45	13	15	241	74.0
V. T. to Attendance Officer											
1. Refer cases to him which she finds are under his jurisdiction	58	29	32	74	59	15	59	16	17	285	88.0
2. Investigate home referred to her by attendance officer as in need of aid of social agencies	51	26	30	73	58	15	48	15	14	257	79.0
3. Confer with attendance officer on protracted cases of mutual interest.	54	29	33	74	59	15	52	17	16	275	85.0
4. Investigate causes of lateness and intermittent attendance	48	24	24	58	48	10	46	11	16	227	70.0
5. Report name of family suspected of not being registered in census department	44	27	32	72	59	13	52	13	14	254	78.0
V. T. to School Nurse											
1. Refer cases of suspected contagious disease to nurse	56	29	33	75	61	14	56	15	18	282	87.0
2. Aid nurse in getting proper health attitude in home.	50	29	28	72	59	13	51	13	16	259	80.0
3. Investigate homes referred to her by nurse as in need of action by social agencies	52	27	30	72	59	13	49	14	14	258	80.0
4. Get children to special clinic when it is without the province of the nurse to do this work	58	29	30	69	55	14	48	13	15	262	81.0

TABLE B.—RELATION OF THE VISITING TEACHER TO VARIOUS SCHOOL AGENTS—*Continued*

School agents	Number of judges approving type of relation										
	I (52)	II (32)	III (33)	IV (93)	V (60)	VI (33)	VII (51)	VIII (20)	IX (19)	Total (300)	Percent
V.T. to School Psychologist											
1. Provide the psychologist with family and personal history of child for mental examination	53	28	27	71	58	13	48	11	15	253	78.0
2. Refer cases of suspected mental deficiency to psychologist through principal	54	29	31	74	59	15	56	15	16	275	85.0
3. Coöperate with psychologist in follow-up work of mental defectives	48	24	31	73	60	13	50	13	16	255	79.0

ITEMS IN VISITING TEACHER RECORDS

The list below was made by combining all the items which appeared upon six case record forms of visiting teachers. The list was presented in the Inquiry with the request that visiting teachers indicate the items which they considered essential for a record form. Table C gives the actual number of visiting teachers who approved each item and the percent of the total number favoring each item.

Kind of records. The most common record forms used in visiting teacher work are: (1) registration or information blank; (2) case history blank;* (3) monthly report; and (4) annual report.

The following items are common to most of the registration cards and have been approved by eight visiting teachers who are experienced in this service:† (1) name of child; (2) name of parents; (3) address of parents; (4) date of birth of child; (5) grade in school; (6) room in school; (7) teacher's name; (8) present school record; (9) deficient

* Case history: The case record most commonly used is that of the Public Education Association (8 West 40th Street, New York City). Shorter case records more adapted to intensive short-service cases are those of the New York and Chicago Boards of Education and the White-Williams Foundation (Philadelphia).

† The visiting teachers who expressed their opinions in regard to items on the reports are: Miss Sarah M. Holbrook, President of National Association of Visiting Teachers; Miss Anna B. Pratt, White-Williams Foundation, Phila.; Miss Adeline Jesse, Chicago; Miss Jessie Louderback, Miss Rena Levy and Miss Cornelia Swinnerton of New York Board of Education staff, Miss Julia Drew, Acting Supervisor of Visiting Teachers, Minneapolis, and Miss Isabel Frush, Kansas City, Mo.

in; (10) reasons for reference: scholarship, conduct, home condition, attendance, health (check); (11) space for statement by teacher; (12) date; (13) difficulties found: (a) child, (b) home; (14) visiting teacher's name. Most of the visiting teachers favored a card three by five inches.

Monthly reports: The following items are common to various monthly reports. The list was checked by experienced visiting teachers. The numbers following each item show the number of visiting teachers favoring that item:

	Monthly	Annual
1. Numerical survey of cases: active, inactive, closed	8	6
2. Analysis of regular cases: by whom reported, reason	8	6
3. Problems found in discontinued regular cases	3	3
4. Coöperation given or received	7	5
5. Coöperation with school departments	7	5
6. New work undertaken	8	7
7. Future program of work	1	5
8. Meetings attended: number; name	5	3
9. Talks given	5	3
10. Materials for publicity	2	2
11. Digest of interesting cases	3	6
12. Typical cases	4	6
13. Classification of cases adjusted	3	6
14. Summary of measures found effective	1	6
15. Educational results accomplished	2	6
16. Extension and improvement of work	1	3
17. Distribution of cases by school	3	6

TABLE C.—LIST OF ITEMS WHICH BELONG TO THE CASE RECORD FORM

Showing the number of visiting teachers who considered the respective items essential for the case record form

	No.	Per-cent		No.	Per-cent
1. Case referred by	68	99	14. Results secured	49	71
2. Birth date	67	97	15. Place of birth—child	49	71
3. Reason for referring case	65	94	16. Grades skipped	47	68
4. Physical condition	62	90	17. Special class	48	70
5. Social agencies connected with case	58	84	18. Physical condition—source of information	46	67
6. Action taken by visiting teacher	56	81	19. Mental condition—source of information	46	67
7. Mental condition	55	80	20. Schools attended in city	46	67
8. Condition of home	55	80	21. Special difficulties	45	65
9. Grades repeated	52	75	22. Names of both parents	45	65
10. Final disposition	51	74	23. Social agencies formerly connected	44	64
11. Attitude of household toward child	50	72	24. Occupation of parents	44	64
12. Nationality of child	50	72	25. General health habits	44	64
13. Attitude of school toward child	49	71	26. Parents dead	43	62
			27. Mental age—I. Q.	43	62
			28. Children-names	43	62

TABLE C.—LIST OF ITEMS WHICH BELONG TO THE CASE RECORD FORM
(*Continued*)

	No.	Per-cent
29. General characteristics of children	41	59
30. Neighborhood influence	41	59
31. Parents not living at home	41	59
32. Parents—speak English	39	57
33. Parents—defects	37	54
34. Child-out-of-school activities	37	51
35. Parents—religion	34	49
36. Contemporary school record	34	49
37. Agency registration date	34	49
38. Remarks	33	48
39. Detailed condition of home	33	48
40. Children's ages	33	48
41. Children in school	32	46
42. Child—special defects	32	46
43. Number of rooms	32	46
44. Children at work	30	43
45. Rent	30	43
46. Wages—parents	30	43
47. Children—defects	29	43
48. Parents—years in U. S.	29	43
49. Parents—place of work	29	43
50. Parents—citizenship	29	43
51. Schools attended elsewhere	29	43
52. Children—health	28	41
53. Children—married brothers or sisters	28	41
54. Neighborhood—character	27	39
55. Child—study habits	27	39
56. Neighborhood nationality	26	38
57. Child's associates	26	38
58. Own home	26	38
59. Children—wages	25	36
60. Family history	23	33
61. Child—sleeping hours	23	33
62. Parents—traits	22	32
63. Home—mortgaged	20	29
64. Child—movie: kind, frequency	20	29
65. Child—go to church	18	36
66. Child—appetite	18	26
67. Child—exercise	17	25
68. Child—go to Sunday school	16	23
69. Child—kind of books	16	23
70. Child—games, sports	16	23
71. Birth—proof	16	23
72. Child—previous diseases	16	23
73. Child—information birth	15	22
74. Child—weight record	15	22
75. Family—relatives	15	22
76. Child—go to club	14	20
77. Child—make things	14	20
78. Child—organization	14	20
79. Child—library	14	20
80. Child—diet	14	20
81. Child—stimulants	14	20
82. Child—vacation trips	13	19
83. Child—conditions of birth	11	16
84. Child—pets	10	14
85. Child—listed diseases	9	13
86. Child—theater	8	12
87. Child—age walked	8	12
88. Child—age teethed	8	12
89. Child—age talked	7	10
90. Child—gardening	7	10
91. Child—music	2	3
92. Child—museum	2	3
93. Child—collecting	1	2
94. Child—go about town	0	0

TABLE D.—ANALYSIS OF THE FUNCTIONS OF THE VISITING TEACHER

Showing the number of judges in each group who considered the function listed as a desirable one. Last column shows the number of visiting teachers who perform the specified function

Function	Number of judges favoring the function*											
	I (63)	II (31)	III (36)	IV (100)	V (63)	VI (37)	VII (59)	VIII (18)	IX (20)	Total (327)	Per-cent	V T Marked as per-forming (46)
1. Interview parents in regard to the children's personal history, habits, temperament and interests	63	30	34	94	62	50	50	16	20	307	94	45
2. Analyze the child's social environment, home and neighborhood	63	30	33	92	60	56	56	18	20	312	95	45
3. Confer with parents, enlist their coöperation when child shows signs of falling below the school's standards of scholarship, conduct, etc.	63	29	34	97	63	57	57	16	20	316	97	46
4. Try to adjust home conditions whereby more favorable conditions will be attained in regard to school work, conduct, attendance, and interest	62	29	30	79	57	48	48	18	20	286	87	44
5. Aid mothers in planning their work so that it will not be a handicap and a burden to children	59	21	29	84	55	46	46	11	16	266	81	36
6. Interpret school's purposes and ideals, also meaning of school marks, to foreign and ignorant parents	62	28	31	94	61	57	57	17	20	309	95	42

* For index of judges, see foot-note to page 194.

TABLE D.—ANALYSIS OF THE FUNCTIONS OF THE VISITING TEACHER—(*Continued*)

Function	Number of judges favoring the function											
	I (63)	II (31)	III (36)	IV (100)	V (63)	VI (37)	VII (59)	VIII (18)	IX (20)	Total (327)	Per-cent	V T Marked as per-forming (46)
7. Secure the family history, personal history of child and data for the psychologist when mental deficiency is suspected	58	27	28	82	56	52	52	13	19	279	85	36
8. Aid in securing better school adjustment for misfits	63	25	32	91	60	53	53	16	20	300	92	42
9. Give preliminary mental test to help teacher get a more accurate knowledge of child's ability	23	9	17	56	40	25	25	10	2	142	43	10
10. Secure the psychological examination of children suspected of mental deficiency	59	25	29	83	54	43	43	12	16	267	82	38
11. In very difficult problem cases secure expert psychiatric examination with approval of psychologist	59	24	25	69	48	38	38	13	17	245	75	33
12. Bring to principal and teacher all data which will make for a better understanding of child	63	29	32	94	62	56	56	18	20	312	95	45
13. Secure personal and social data for principal and teachers which will be utilized in making educational procedure more effective	62	28	32	91	61	53	53	17	19	302	92	40
14. Advise parents of community agencies which will aid them in present difficulty	62	28	31	89	59	49	49	17	17	293	90	44
15. Refer to and secure the coöperation of relief agencies when family is in need of help	63	27	33	89	59	50	50	15	20	297	91	44
16. Secure services of visiting nurse or hospital when serious illness is found in family	60	27	32	86	58	50	50	14	18	287	88	43

17. Report cases of suspected contagious diseases to nurse or health authorities	58	26	32	89	59	54	54	14	19	292	90	36
18. Aid nurse in persuading parents to provide for medical or surgical treatment, including securing glasses	57	26	30	92	60	49	49	13	19	286	87	37
19. Take or have children taken to special clinic for difficult physical defects	60	23	31	84	55	45	45	13	17	273	83	39
20. Secure through coöperation of social agencies summer outings for anemic children	58	26	28	75	53	38	38	12	15	252	77	31
21. Aid in securing scholarships for deserving children who should remain in school	6	26	27	74	51	37	37	14	20	258	79	35
22. Refer working mothers with small children to nurseries when necessary	60	25	32	83	54	50	50	17	15	282	86	35
23. Aid families in need of work to find employment through legitimate agency	57	21	23	67	45	43	43	10	15	236	72	35
24. In rare cases provide emergency relief for needy families	49	21	20	71	51	38	38	10	10	219	67	29
25. Secure, through the coöperation of the principal, extra tutoring for children who will profit by extra help	61	20	26	81	55	26	45	13	20	266	81	30
26. Endeavor to find out causes of unusual misconduct and endeavor to remedy conditions	62	29	31	90	58	32	52	16	20	300	92	43
27. Confer with parents in regard to misconduct and endeavor to change child's interests or drop bad associates	63	28	33	90	57	33	50	13	20	297	91	45
28. Secure coöperation of recreational agencies, libraries, Big Brothers and Big Sisters, in prevention of possible delinquency	63	27	31	82	56	26	53	16	20	292	90	42
29. In extreme cases, refer misconduct to juvenile court or society for prevention of cruelty to children	63	25	30	74	49	25	47	13	14	266	81	40
30. Represent the school in which the pupil belongs when child is brought to court	54	25	20	72	47	25	42	13	14	240	73	29

TABLE D.—ANALYSIS OF THE FUNCTIONS OF THE VISITING TEACHER—(*Continued*)

Function	Number of judges favoring the function											
	I (63)	II (31)	III (36)	IV (100)	V (63)	VI (37)	VII (59)	VIII (18)	IX (20)	Total (327)	Per-cent	V T Marked as per-forming (46)
31. Refer cases to domestic relations court or similar court when domestic difficulties interfere with child's development	53	27	24	73	50	23	39	11	14	241	73	27
32. Coöperate in every way possible with probation officers of juvenile court	62	27	27	80	56	24	49	17	19	281	86	38
33. Refer cases of improper guardianship to child welfare agencies	63	29	27	86	57	29	47	13	18	283	86	38
34. Report immoral neighborhood influences to proper organization	63	27	31	89	58	31	50	17	18	295	90	36
35. Investigate home conditions of children who request working papers	56	25	30	82	54	28	51	14	15	273	83	43
36. Advise and endeavor to assist children who leave school for work	58	26	28	80	53	27	41	14	14	261	80	34
37. Aid in Americanization work: getting parents into evening schools, Americanization classes, interpreting American customs, traditions and ideals	55	26	30	85	57	28	50	14	16	276	84	25
38. Bring to teacher and principal a sympathetic understanding of foreign parents	60	23	28	89	58	31	50	14	16	280	86	30
39. Assist school in organizing parent meetings	56	19	30	85	56	29	47	14	16	267	82	19
40. Secure assistance of religious organization when family needs moral and friendly encouragement	57	22	26	75	52	23	36	12	16	243	75	35

41. Represent the school in all dealings with social agencies	55	22	25	75	51	24	46	12	17	252	77	35
42. Register cases with social service exchange when case warrants	61	21	25	68	48	20	39	12	18	244	75	34
43. Take charge of case for school when pupils are committed to institution	45	16	21	64	45	19	40	9	12	207	63	20
44. Investigate causes of intermittent attendance	61	22	26	76	51	25	49	12	17	263	80	35

THE COMMONWEALTH FUND PROGRAM FOR THE PREVENTION OF DELINQUENCY

The Commonwealth Fund initiated in 1921 a five-year Program for the Prevention of Delinquency. The purpose of this Program is to demonstrate the value and promote the wider application of modern psychiatric service and visiting teacher methods to the study and guidance of children presenting problems of behavior and other maladjustments in school and society.

Problem children, it is recognised, do not all become delinquent in subsequent life, but there is growing evidence that adult criminality has its roots in childhood in the same factors which cause early disorders of behavior. The understanding and adjustment of children whose conduct suggests underlying mental or physical difficulties should, therefore, make for the prevention not only of juvenile delinquency but of later and more serious criminal tendencies. Even when delinquency is not involved, such study and treatment of problem children should remove the cause of much unhappiness both at the time and throughout life.

The Program consists of a group of related activities made possible by grants from the Fund to four cooperating agencies each of which administers independently a division of the undertaking.

DIVISION I

New York School of Social Work, 105 East 22d St., New York

PORTER R. LEE, Director

MARION E. KENWORTHY, M.D., Medical Director, Bureau of Children's Guidance

The New York School of Social Work offers courses and fellowships for the training of psychiatric social workers, visiting teachers, and probation officers; in this connection it maintains a clinic known as the Bureau of Children's Guidance for the study and treatment of children referred to it from schools and other sources. This clinic seeks to demonstrate thoroughly the potentialities of such treatment, and to provide opportunities for observation and field work by students in training.

DIVISION II

Division on the Prevention of Delinquency, National Committee for Mental Hygiene, 370 Seventh Avenue, New York

FRANKWOOD E. WILLIAMS, M.D., Medical Director, National Committee for Mental Hygiene

RALPH P. TRUITT, M.D., Director, Division on the Prevention of Delinquency

The Division on the Prevention of Delinquency of the National Committee for Mental Hygiene provides demonstration psychiatric clinics in selected cities, and a field consultant service, with the object of bringing about the establishment of permanent clinics under local auspices to serve children referred by schools, social agencies, juvenile courts, and parents.

DIVISION III

National Committee on Visiting Teachers, 8 West 40th Street, New York

HOWARD W. NUDD, Chairman
JANE F. CULBERT, Secretary

The National Committee on Visiting Teachers, affiliated with the Public Education Association of New York City, cooperates with local school boards of thirty communities throughout the country in providing visiting teachers, in order to demonstrate the value of such service in the adjustment of children whose behavior, environment, or mental condition has prevented them from gaining full benefit from their school opportunities. It is hoped that permanent establishment of such service, wholly supported by the local communities, will result.

DIVISION IV

Joint Committee on Methods of Preventing Delinquency, 50 East 42d Street, New York

BARRY C. SMITH, Chairman
JULIA C. LATHROP
PORTER R. LEE
HENRY C. MORRISON
HOWARD W. NUDD
BARBARA S. QUIN
THOMAS W. SALMON, M.D.
MILDRED C. SCOVILLE
RALPH P. TRUITT, M.D.
FRANKWOOD E. WILLIAMS, M.D.
GRAHAM ROMEYN TAYLOR, Secretary and Executive Director

The Joint Committee on Methods of Preventing Delinquency, which includes the executive heads of all Divisions of the Program, is designed to promote the unity of the entire enterprise, to coordinate its various activities, to conduct related investigations and field studies, and to interpret the purpose, methods and results to various specially interested groups and to the public generally.

Inquiries concerning the Program may be addressed to the Executive Director of the Joint Committee on Methods of Preventing Delinquency, or concerning the work of a particular Division, to the Director thereof.

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